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ABSTRACT

Five study papers by educators from India, Nepal, Pakistan, the Philippines, and Thailand focus on: (1) policies and strategies in the implementation of universalization of education; (2) current policies and strategies in the preparation of teachers; and (3) recommendations for teachers in the universalization of education. Each of these elements are summarized in separate overviews and present a synoptic view of similarities and differences between the policies and strategies of each of the five countries. (CJ)

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Policy studies in Asia – the training of educational personnel

India
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PREFACE

Realizing the importance of the preparation of educational personnel in the implementation of universalization of education, both at early school levels and in functional education for out-of-school youths and adults, the Unesco Regional Office for Education in Asia and Oceania sponsored a study on policies and strategies in the training of teachers and other educational personnel. An invitation was extended to the Governments of India, Nepal, Pakistan, the Philippines and Thailand to designate a high-level official to prepare, on contract, policy studies on the preparation of teachers and other educational personnel, with special reference to the universalization of education. We were designated by our respective Governments to prepare study papers, which we did, and to attend a meeting for review of the papers, which was convened from 3 to 6 January 1979 at the Unesco Regional Office, Bangkok. Our terms of reference were:

1. To analyse the efforts being made in various countries to achieve the aims of universalizing education both at the early school levels and in functional education for out-of-school youths and adults;
2. In the light of the above, to analyse the current policies and strategies in the preparation of teachers and other educational personnel for such purposes; and
3. To suggest guidelines for policies in the preparation of teachers and other educational personnel to meet the problems being faced in achieving the universalization of education.

Immediately after the opening of the meeting, we prepared a checklist which was used in the examination and review of the study papers. We have discussed all the study papers on the policies and strategies for preparing teachers and other educational personnel in our respective countries, explored the problems and issues in this field, and made suggestions to facilitate implementing our respective Governments' policies on the universalization of education. In the light of our deliberations we have revised the papers and prepared an overview to present a synoptic view of similarities and differences obtaining in our countries, in policies and strategies currently in vogue and in suggestions made in the study papers. The study papers as well as the overview are presented in two parts in accordance with our terms of reference.

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PART I

AN OVERVIEW

In the final preparation of the study papers, it was agreed that, taking into account the guidelines in the checklist, the papers would include:

1. Discussion of government policies on the universalization of education, major problems in the implementation of universalization of education, and strategies adopted to resolve these problems;
2. Current policies on the training of teachers and other education personnel for universalization of education; how such policies contribute to the solution of problems identified; changes in the roles and functions of different categories of teachers and other educational personnel; inadequacies of current policies on the preparation of teachers; and
3. Recommendations for policies and for further action related to the training of teachers and other educational personnel.

The overview of the study papers has been organized in three parts, dealing separately with the elements listed above.

CHAPTER ONE

POLICIES AND STRATEGIES IN THE UNIVERSALIZATION OF EDUCATION

That the countries represented at the meeting attach great value to education is reflected in the high priority given to universalization of education. In this regard, all the participating countries had similar general policies.

Very notable is the pervasive emphasis on measures designed to promote social justice, reflecting an increasing social consciousness the world over and a move toward a new social order. An example is the trend, indicated in all the papers, to channel more educational resources, attention and privileges to disadvantaged and underserved groups or sectors. Examples of such sectors are the rural and urban poor, the ethnic minorities and, in the case of India, Pakistan and Nepal, the women. The aim is to enable their greater participation in educational opportunities.

A general appreciation is likewise evident of the increasing value and importance of non-formal modes of education, as a means of solving the persistent problem of illiteracy, as well as the problems of developing employment or productive skills for unemployed out-of-school youths and adults, and enhancing the social and cultural development of the people.

While some divergence has been noted in the strategies adopted, due to the varying levels of universalization of education in the countries represented, a common feature is the increasing involvement of other agencies and sectors, including the local communities and students, not only in the actual implementation of the strategies but also in the planning and other stages.

Another significant thing that has emerged from the countries represented is evidence of new efforts at self-reliance, at continuous renewal through a more systematic review and modification of policies and strategies.

India

In India, measures to achieve universal elementary education were intensified with the setting of target enrolment goals for a specified period, at elementary and adult education levels. Emphasis was placed on education for women and parents, on an increased supply of women teachers, and on the provision of educational facilities in scattered, remote or sparsely populated areas. The establishment of a school within walking distance from every home was attempted.

In order to increase the retention power of the schools, it was decided to improve the content of education. It was also decided to mobilize local resources for primary education and provide mid-day meals.

In its efforts, however, India had to grapple with a number of difficulties, among which were inadequate resources allotted to education; regional disparities in enrolment ratios; an unprecedented increase in population; a rise in prices and wastage at the primary stage, due to the high frequency of drop-out.

Nepal

In Nepal, the objective of free primary schooling to increased numbers of six-to-eight-year-olds was backed by such policies as equipping all schools with instructional materials and a free textbook distribution scheme. Since the education of girls and women has been a problem owing to cultural factors, policies have tended to be drawn up heavily in their favour. For example, all primary school girls are given free textbooks. Girls in 18 identified remote areas are given free education up to secondary level, while free education to others is given only up to third grade. Rewards are given to schools enrolling the largest number of girls from the community, specifically among the 18 remote areas mentioned. Preference is given to the appointment of women as primary teachers.

Remote and deprived regions have also received priority in such matters as the distribution of textbooks, in the establishment of schools, and in the awarding of scholarships up to secondary level.

In its efforts, Nepal nevertheless has to grapple with problems such as a high dropout rate; problems of social attitudes; problems posed by geographical difficulties; poor physical facilities; and disparities in achievement levels.

Nepal is also conducting a number of non-formal educational programmes — basically in literacy extension and functional education. The adult education programme, however, has not moved as fast as desired.

Pakistan

Faced with the reality of being a country with a low literacy rate, Pakistan has embarked on a programme that seeks to enrol all boys of five to six years of age by 1982-83, and all girls of the same age-group by 1987-88. The programme includes the establishment of new schools, the expansion and renovation of existing ones and the organization of adult literacy centres. High priority will be given to the education of girls and women at all levels. Village workshop schools will be started for girls. Special arrangements will be made for the education, training and rehabilitation of handicapped and retarded children.

Realizing the potential of certain religious institutions for advancing the goal of universalization of education, the Government of Pakistan will give due recognition, facilities and concessions to students in Madrasas, Maktabas, and Darul Aloom. Mosque schools will be opened and Mahallah schools will be started to provide home economics oriented basic education to girls. A comprehensive programme of citizen education will be launched through radio, television, cinema, mobile units, newspapers and from the pulpits of mosques.

Pakistan needs effective strategies to solve the problems of a high dropout rate, a high illiteracy rate, a lack of basic studies to give a firm foundation to adult education programmes and other forms of non-formal education, and non-utilization of educational opportunities in certain sectors because of traditional or cultural factors.

Philippines

In the Philippines, which has almost achieved the goal of universalizing primary education, the main thrust is the expansion of non-formal education intended to benefit out-of-school youths and adults, the directing of increased resources and privileges to disadvantaged and underserved areas, and the expansion of scholarship programmes.

Non-formal education was given a big boost with the creation of the Office of Under-Secretary (now Deputy Minister) for Non-formal Education, with the primary task of coordinating, integrating and expanding all non-formal education programmes initiated by various agencies and initiating new ones to meet the needs of certain groups. Existing non-formal education programmes like adult literacy, radio programmes on agricultural educa-

tion, rural improvement clubs for women, continuing education for adults, manpower skills training, and distance studies for teachers and enlisted men, were thus strengthened.

New programmes like non-formal education centres, a nationwide radio programme for rural farmers, and night schools in villages with electricity, were initiated. The Ministry of Education and Culture has announced a policy of accrediting knowledge and skills gained elsewhere, for purposes of placement for those who might wish to rejoin the mainstream of education. This policy has encouraged more self-study and advancement among youths and adults who cannot attend the formal school system.

The major problem faced in this regard, aside from the need for more funds, is that of providing the necessary incentives or motivation for the target population to avail themselves of the educational services proffered.

Thailand

The new directions for education in Thailand today have the following educational development goal: to upgrade education of all types and at all levels in a manner appropriate to the practical requirements of national development. Compulsory education for all citizens has been set as a principal goal. Targets for increased enrolment both in the formal and non-formal systems have been set and greater attention given to minority groups like the hilltribe population.

The overall strategies for the implementation of universalization of education include: the restructuring of educational administration to create parity between policies applied to urban and rural areas; an emphasis on flexibility and adaptability to make the educational system more appropriate to local conditions, together with the integration of in-school and out-of-school education, adjusted to suit job requirements; and the launching of extensive and intensive non-formal education programmes consistent with the aptitudes, needs, and demands of the population served.

In the implementation of the plan, Thailand faces three main problems, namely, an inadequate budgetary allocation made more so by inflation; a lack of co-ordination among the offices responsible for education, resulting in a duplication of effort and a wastage of resources; and a lack of data such as manpower requirements, future inflation rates, and the extent of population growth, needed for more efficient planning.

CHAPTER TWO

CURRENT POLICIES AND STRATEGIES IN THE PREPARATION OF TEACHERS

Considerable variance has been noted in the policies and strategies adopted in the preparation of teachers and other educational personnel to implement universalization of education. As indicated earlier, this is dependant on the varying degrees of universalization already achieved in the countries represented.

For example, there are countries like the Philippines, where completion of a four-year degree course is a requirement for teaching, while in other countries like Nepal a secondary school leaving certificate is sufficient.

Moreover, demands for different types of educational service vary from country to country, according to government policies and national aims as well as social, cultural and other factors. These facts have significant implications not only for pre-service training, but also for the in-service training of teachers and other educational personnel.

A common observation in all the countries represented was the absence of systematic training, both pre-service and in-service, for other educational personnel like supervisors, inspectors, administrators, planners, researchers, curriculum developers, instructional materials and audio-visual specialists, and others.

India

The responsibility for training elementary school teachers in India rests with the state governments, not the central government. Most of the elementary teacher training institutes are government institutes. Privately-run institutions are supported by the government with substantial financial grants.

There are over 1,100 elementary teacher training schools all over the country with an intake of about 100,000 students. Entrance requirement is a high school certificate. The pre-service training course is a two-year programme which consists of subjects on child psychology, methods of teaching school subjects, the history of education, school organization and the content of school subjects. Part of the course is practical training consisting of a specified number of lessons, under supervision, in attached model schools.

It is believed that the training does not adequately prepare teachers to face problems like multiple-class teaching in a single-teacher school, large classes with heterogeneous groups, lack of work experience, programmes of non-formal education, co-curricular activities, and the use of audio-visual technology and other techniques.

A large number of teachers in India have not undergone formal pre-service training. A number of in-service programmes are carried out in various states according to specific needs. Other strategies, adopted to upgrade the competence of those untrained as well as those with formal training, include correspondence-cum-contact programmes. These consist of formal classes of one-month's duration every summer for four years, with correspondence courses sandwiched in between, conducted by certain Regional Colleges of Education and other training institutes. Short-term programmes for various categories of teachers are conducted by primary extension training centres attached to training colleges, and programmes for elementary teacher educators by Continuing Education Centres.

Most supervisors, inspectors or administrators in India have not received any special training for these jobs. Since, generally, these officials rose from the ranks, most of the skills and competence they have were acquired on the job.

With the establishment of the State Institutes of Education in the last decade, some attempts have been made to organize brief in-service orientation courses for the educational administrators and supervisory group. The National Council of Educational Research and Training and the National Staff College for Educational Planners and Administrators have also organized seminars and short-term courses for teacher educators, teachers and state administrative personnel, but these are programmes with a very limited participation.

Nepal

The qualification requirement for primary teachers in Nepal is a School Leaving Certificate. The secondary schools are therefore the principal source of primary school teachers. For a teacher to be certified at primary level, he has to undergo a ten-month training course organized by the Institute of Education under the Tribhuvan University.

In its push for universalization of education, Nepal faces the problem of teacher supply in remote areas. Because the more capable graduates of secondary schools enrol in higher education courses, the system has to be satisfied with the less capable ones remaining, from which to draw primary school teachers. Thus, the number of untrained and underqualified teachers continues to increase. There is also a need for training for adult education teachers and other educational personnel.

Besides providing campus-based courses, a number of strategies have been adopted, as follows:

- On-the-spot training, usually lasting for seven months' where in-service-teachers are given training during their off-hours, in the early morning or in the evening;
- Distance learning teacher training programmes, where teachers study self-learning materials sent by the Institute of Education, the programme to be rounded off with two months' contact session, usually organized during the vacation;
- Teacher training through radio;
- Establishment of training centres in the remote areas where unqualified and untrained teachers are brought for training for a period of three years;
- Field-oriented sequences for primary teachers.

Pakistan

Pre-service training of teachers in Pakistan today is conducted by 125 teacher training institutions, with an average yearly output of 6,145 teachers. In-service training is carried out by all types of teacher training institutes, national and provincial curricula and textbook bureaux, education extension centres, and by distance learning programmes of the Allama Iqbal Open University.

A study of the teacher situation in Pakistan has revealed the following. There is a need for revision of the in-service and pre-service courses of teacher education; for introduction of incentives to professional growth; and for revision of the administrative machinery, to enable a teacher to pursue programmes for his professional growth. There are also the problems of ignorance of new methodologies and techniques, and lack of motivation to carry on even the normal work. To tackle these problem areas, the following policies and strategies have been announced:

1. A requirement for all teachers to undergo an in-service training course at least once every five years;
2. A review of the criteria for the selection of teachers, ensuring their commitment to

the ideology of Pakistan;

3. The provision of housing and other facilities to the teaching community;
4. The granting of study leave to primary teachers to enable them to advance professionally;
5. The simplification of rules on the participation of teachers in national and international workshops and courses;
6. The introduction of a comprehensive system of accountability, and the evaluation of teachers and administrators to ensure an effective teaching-learning environment and institutional discipline.

In addition, in-service training facilities of Allama Iqbal Open University will be strengthened to enable the University to launch a programme of training through radio, correspondence, television, workshops and seminars. Institutes of Education and Research, In-service Training Centres and Education Extension Centres of the provincial governments will likewise be strengthened.

Philippines

Teacher education and training in the Philippines is carried out by both government and private institutions, colleges and universities. In fact, the private sector dominates in higher education and most of the teachers are graduates of private schools. The curriculum for pre-service education of teachers is based on a policy prescribed by the National Board of Education.

Pre-service training is of two types — one for primary school teachers and one for secondary school teachers. The pre-service programme generally consists of: general education; subject of specialization; area of concentration; and practicum or practice teaching. An examination of the teacher education programmes will show that preparation is generally for traditional classroom roles and does not fully prepare the graduate for certain competencies called for in the context of universalization of education. Attempts have been made, however, through the introduction of new areas of concentration — like adult and community education, curriculum development, audio-visual education, and kindergarten education — but only those who take these as their areas of concentration get some form of adequate preparation.

A few teacher training colleges have experimented with innovative practice teaching schemes geared to rural or community service, but these are generally on a pilot basis. Wide adoption of such schemes would go a long way to prepare teachers for their new roles.

There is also an experiment, supported by Unesco, which seeks to integrate theoretical learning with application to make the learning experience more meaningful for the student. The study will be completed by 1980.

In-service education programmes have always been part of the programme of the Ministry of Education and Culture but these were mostly carried out on the local district or division level. National in-service programmes, generally on particular subject areas, are conducted with limited participation, mostly of supervisors, who are expected to repeat such training to teachers in the division.

Recently, a new programme of teacher development was launched to cover school administrators — assistant superintendents, district supervisors and pupils. No such programme had ever been conducted before. This is part of the total educational development programme, one feature of which is the continuing in-service training of teachers on a year-round, continuing basis, to upgrade their competencies in the light of new demands.

For teachers to be adequately prepared for roles in the universalization of education, it is believed that a re-examination of the present teacher education programme should be made to prepare teachers for new roles such as organizing and designing learning materials for various types of students.

Thailand

In Thailand, there are at present 70 state-run institutions engaged in the preparation of teachers from certificate up to doctoral level. Of this number, 36 are known as teachers' colleges and are under the administration of the Department of Teacher Training, Ministry of Education. These colleges are governed by a Teacher Education Council.

Teachers' colleges are responsible for five main functions: pre-service teacher education; in-service teacher education; research and development; promotion and preservation of national identity, art and culture; and provision of technical services to the country. The 36 teachers' colleges have the responsibility of preparing teachers for nursery, primary and secondary schools.

Teacher preparation consists of two years for graduates of lower secondary school to be qualified to teach in primary class; two years for graduates of higher secondary school or lower certificate programme to qualify them as teachers in lower secondary school; and two years for graduates of higher certificate to enable them to teach in higher secondary class. It is planned that the lower certificate programme (two-year course after completion of lower secondary) will be phased out by 1982 and the minimum course would be a four-year one.

A survey in 1975 revealed that there were a large number of unqualified teachers in the service. There is a move for a long-term project to provide in-service education to such teachers. Those who underwent such in-service education would have to sit for an examination and, if they passed, they would be given a certificate in education or a teaching diploma.

In the past teacher training colleges were swamped by students who could not afford a university education, since it is only a two-year course and teacher training colleges were easily accessible to many, especially in rural areas. This has resulted in a large number of unemployed graduates of teacher education.

To support the national development focus on rural development, emphasis has been given to new roles of teachers in rural development. Some teacher colleges in the rural provinces have launched a programme for teacher education for rural development. Under this programme, teacher-students will be given training in rural development before they are sent out to practise student-teaching in rural villages. Teacher-students will be expected to work with field officials already engaged in rural development projects.

The Fourth Educational Development Plan of Thailand provides, in respect of teacher education, that the pre-service preparation of teachers and other educational personnel shall be in line with the needs of the country, stressing the job-oriented approach.

It may be generally stated that Thailand has a comprehensive teacher education programme but still needs a well-structured programme for preparing educational personnel.

The concept of continuing education for teachers and educational personnel has been accepted by the Department of Teacher Training and is being converted into practice at a rapid rate. A programme of continuing education of key educators has been organized in joint collaboration with the National Institute for Development and Administration. The activities of the programme cover methodologies and management which have been recently introduced or applied by the private sector. It is felt that the relevance and applicability of the content of the programme to the reality of teachers' colleges and educational management have been rather limited. The problems of the management of a teachers' college and of the improvement of teaching behaviour of teachers have been somewhat underestimated. It is generally agreed that there is an urgent necessity to structure the programme of continuing education for teachers and educational personnel to meet specifically the challenges of educational development to-day. The Ministry of Education is in the process of setting up an institute of continuing education for teacher educators and educational personnel. The project will be partly funded by a loan from the International Bank for Reconstruction and Development (IBRD).

CHAPTER THREE

RECOMMENDATIONS FOR THE TRAINING OF TEACHERS FOR THE UNIVERSALIZATION OF EDUCATION.

While there is agreement on certain of the recommendations for further action presented in the study papers, there are also variances reflecting differences in situations and needs.

Thailand and India, for example, indicated the need for more incentives for teachers particularly in the rural areas.

Nepal stressed the need to explore vocational secondary schools as a source of qualified and trained teachers, the use of radio for teacher preparation, and the introduction of the concept of primary school districts for teacher preparation.

Pakistan mentioned the need to conduct in-service training courses for teachers to give proper orientation to the ideology of Pakistan; to institute a system of national awards for the best teachers; and to strengthen the in-service training capacities of institutions like the Allama Iqbal Open University, the Institutes of Education and Research in the provinces, and the In-service Training Centres and Education Extension Centres of the Provincial Education Departments.

Thailand recommended the professionalization of teaching and the setting up of a national committee on teacher education to be responsible for the planning of teacher education at the national level.

There was, however, general and strong support for the following recommendations:

1. A re-examination of the teacher preparation programmes, with a view to incorporating courses that would prepare the teachers more adequately for varied roles, in the light of the universalization objective. The roles would be such as teaching in a multi-grade one-teacher school; teaching adults and out-of-school youths; teaching for rural development; and teaching other types of students. The incorporation of the latest concepts, techniques and procedures found effective should also be sought.
2. The institution of a continuing development programme for other education personnel such as administrators, supervisors, planners, curriculum developers, researchers, materials and audio-visual specialists, and personnel for correspondence courses and distance study.
3. The establishment of mechanisms for the continuing development of teacher educators or the staff of teacher training institutions, or the strengthening of such mechanisms where they already exist.
4. Continuing in-service education programmes for teacher development, preferably to be conducted during vacations, and utilizing various types of programmes, including mass media.
5. The institution of a separate programme to prepare those who would be involved in non-formal education work such as in the area of adult literacy, education for out-of-school youths, and education for women or farmers in rural communities.
6. The adoption of measures for the gradual modification of the structure and the requirements of the formal school system.
7. The promotion of further, closer regional co-operation among teachers and teacher educators, specifically to mutually strengthen national programmes for teacher development in particular and for universalization of education in general.

PART II

STUDY PAPERS

The five papers in this section cover the policies and strategies of India, Nepal, Pakistan, the Philippines and Thailand, in the training of teachers and other educational personnel with reference to the universalization of education, both for early school levels and functional education for out-of-school youths and adults. The studies make no claim at exhaustiveness, but they do give valuable insights into efforts being made in the countries represented to advance themselves, primarily through education; also made evident is a new vigorous resolve to meet problems in a self-reliant way.

INDIA

Preparation of educational personnel
with special reference to universalization of
education at the early school level and in functional
education for out-of-school youths and adults

by N.K. SANYAL

SECTION I: ANALYSIS OF POLICIES AND STRATEGIES IN THE COUNTRY IN IMPLEMENTATION OF UNIVERSALIZATION OF ELEMENTARY EDUCATION.

The background

India is a vast country; problems of education, therefore, are complex in nature and vast in magnitude. Its 22 states and nine union territories have varying topographies and environments, climates, vegetation, local resources, peoples and languages. The population, reckoned at 300 millions at the time of independence, is estimated to have grown to 600 millions in 1978. Above all, there was the legacy of an 86% illiteracy rate before independence.

According to the constitution, education is a state responsibility which is both a necessary and the most practical arrangement. However, the central government has the direct responsibility to ensure that national goals and aspirations are achieved. It has thus to develop national policy, provide guidance to the states, ensure standards are maintained, bring about qualitative improvements and innovations, and provide financial assistance for implementing national objectives.

History of compulsory primary education in India

The history of development of primary education in other countries of the world shows that there are three marked stages spread over a long period. The first stage is the recognition of the need to provide universal and compulsory education. The second stage is the expansion of facilities for primary education to enrol all school going children. The final stage is the attempt to retain every child for the entire duration of the primary schooling.

The first phase commenced in the 1890s. After the First World War, the inspiring leadership of Mahatma Gandhi brought about a great cultural ferment for social change and the spread of basic education. During this period most states legislated compulsory education acts.

Progress of elementary education in India since independence

India may be said to have entered the second phase after independence in 1947. The new Constitution declared in 1950 that "State shall endeavour to provide within the period of ten years from the commencement of this Constitution for free and compulsory education for all children until they complete the age of fourteen years." This Constitutional directive to achieve universal elementary education by 1961 could not be realized, however, due to immense difficulties such as a lack of resources, a tremendous increase

in population, resistance to education for girls and for backward classes, and general poverty, illiteracy and the apathy of parents.

In spite of all the odds, however, the growth of primary education in terms of numbers has been extraordinary, as shown in Table 1. Between 1946-47 and 1977-78, the enrolment in classes I to V and VI to VIII rose from 14.11 and 2.04 to 71.3 and 18.5 millions, respectively.

Education policies during the first three plans

India entered the planning era in 1951. The first five year plan (1951-56) recognized education as a part of the total national effort and realized that investments were needed in this area, on which depended the quality of manpower and the social climate. The plan provided Rs. 1,700 millions for educational development and enunciated the following policies:

1. Free and universal primary education was to be the responsibility of the states;
2. The division of financial responsibility for education between the centre, states, local bodies and private agencies was clearly defined;
3. High priority was to be given to experiments and research in improved methods of training teachers;
4. Educational literature for children, teachers and adults was to be prepared;
5. Salaries and other benefits for teachers were to be raised within the available resources.

The second plan (1956-60) realized the need for larger resources for the continuation and expansion of schemes already taken up. While allocating Rs. 2,750 millions for the plan, the following policy decisions influenced the programmes.

1. Supplementing Government resources with community efforts and local resources;
2. Enforcing compulsory education at the primary level;
3. Improving instructional materials and methods;
4. Emphasizing girls' education, and educating parents to increase the enrolment of girls;
5. Employing more woman teachers and consequently increasing training facilities;
6. Using shift systems in existing buildings and improvising accommodation.

The third plan (1961-65) declared "Education is the most important single factor in achieving rapid economic development and technological progress and in creating a social order founded on the values of freedom, social justice and equal opportunity. Programmes of education lie at the base of the effort to forge the bonds of common citizenship, to harness the energies of the people and to develop natural and human resources of every part of the country". Education thus becoming a focal point of all planned development, a provision of Rs. 4,180 millions was made available.

The policy decisions in the third plan for the elementary education level emphasized:

1. The enrolment of girls and an increased supply of woman teachers;
2. The enrolment of children from remote, sparsely populated and scattered areas;
3. The provision of a primary school within walking distance of every home;
4. The expansion of teacher training programmes;
5. The provision of incentives like midday meals and free books to disadvantaged children.

Experiences of the plans

The second stage of development which began in the Fifties may be regarded as still continuing. However, the fifteen years of planned development did bring about a quantitative expansion of elementary educational facilities and have revealed the difficulties which have to be overcome to realize the post-independence hopes and aspirations.

The major difficulties that have been found in this process of growth are the inadequacy of financial resources available for education against the competing claims of other sectors, education getting a mere 7% of the total budget; the fact that, even within the field of education, the share of funds allocated to primary education has been inadequate; the unprecedented increase in population, due to an uncontrolled birth rate and a diminishing death rate; the rise in prices which off-sets the gains in educational progress; and high wastage and stagnation at the primary stage due to dropouts and retention in turn caused by poverty and other factors.

The Indian Education Commission

It was at this juncture that the Government appointed a comprehensive Education Commission. Popularly known as the Kothari Commission, its brief from 1964-66 was to look into the problems and evolve a national system suited to the requirements of the society and the genius of the Indian people.

The Commission felt that the first three plans had stressed only the expansion of facilities, together with some attempt at equalization of educational opportunities. Its report gave highest priority to the problem of transformation, to the programmes of qualitative improvement and to equalization of educational opportunities, with the lowest priority for the programme of expansion.

As regards transformation of the content of education, the Commission recommended the following main programmes:

1. The introduction of work-experience as an integral part of general education at all stages;
2. The vocationalization of secondary education and expansion of professional education;
3. The involvement of educational institutions with the community, promoting national consciousness and commitment to national development and the introduction of social and national service as an essential part of education;
4. Emphasis on and improvement of the teaching of science and promotion of scientific research;
5. Cultivation of social and moral values in education;
6. Transformation of the teaching-learning process in the classroom so as to encourage curiosity, creative thinking, problem solving ability, love of knowledge and to build up self-study habits and skills.

For qualitative improvement, the Commission made the following proposals:

1. Improvement of general and professional qualifications, accompanied by better remuneration;
2. Revision and upgrading of all curricula, a reduction in language loads and adoption of regional languages as media for education up to the university stage;
3. Preparation of high quality textbooks and other teaching materials;
4. Comprehensive examination reform;
5. Making the educational system more flexible and innovative through better teacher education, improved supervision and grouping of schools as complexes;

6. Organization of a nation-wide programme of school and college improvement;
7. Re-organization of a uniform educational structure in three steps, with a ten-year school stage followed by two years of higher secondary stage, leading to a first degree after three years.

For equalization of educational opportunities and expansion the recommendations were:

- a) Provision of good and effective education of all children for at least five years by 1975-76, and for seven years by 1985-86;
- b) Simultaneous massive attacks on adult illiteracy;
- c) Reduction of imbalances in educational development in different regions by the spread of free primary education amongst women and backward classes.

The fourth and fifth plans

The fourth plan (1969-73), formulated in 1966, was actually enforced from 1969. The Government accepted the major recommendations of the Education Commission as the basis for its policies and aimed at consolidation of the expansion programmes and linking educational development with social and economic development. The fifth plan (1974-79) accorded very high priority to elementary education.

Though during the fifth plan period the total enrolment of classes I to V and VII to VIII increased from 64.1 and 15.1 millions to 71.3 and 18.5 millions respectively, Tables 2 and 3 in the appendix reveal that the enrolment of girls still is far behind that of boys, 68.2 and 26.5 per cent in the two age groups, against 101 and 51.4 per cent for boys.

Present National Policy of Education

Soon after 1977, the Government decided to review the National Policy. The Education Minister initiated discussions with educationists, Members of Parliament, members of the public and representatives of teacher and student organizations, in order to ascertain their responses to and views on the various policies and programmes in operation. The Planning Commission identified priority areas for planning. Finally the State Education Ministers' Conference in August 1977 discussed the policies in certain crucial sectors of education and identified new directions for action. The following broad policies emerged on a consensus basis:

1. The realization of the goal of universal elementary education by the end of the sixth plan (1978-83). Every child shall continue to learn in the age group 6-14, on a full time basis, if possible, and on a part time basis if necessary;
2. The adoption of a massive programme of adult education with a target of 100 millions by 1983;
3. The implementation of a 10+2 education structure pattern with suitable modifications in content before the end of the sixth plan; and
4. the inclusion of education in the core sector of the sixth plan, with priority for elementary and adult education.

Problems of universalization of education and strategies

With the firm determination to provide education to all children of 6 to 14 years by 1983, plus the launching of the National Adult Education Programme covering 100 million adults, India may be considered to have entered the third phase. However, actual implementation is beset with many problems and several strategies have been adopted to meet these problems.

Magnitude of the task. In respect of the target of universalization, the number of children not attending schools is in the order of 13.7 and 31.5 million for the age groups 6 to 11 and 11 to 14, respectively. (Table 5, Appendix). Such an expansion of the school population is a stupendous and perhaps impossible task. The Government has set up a realistic target of 32 million children, consisting of 22 million from the age group 6 to 11 and ten million from the age group 11 to 14.

A major strategy is to use both the expansion of formal schooling and the large-scale introduction of part time non-formal education simultaneously so that, of the total number, ten million of the children of the 9 to 11 age group, and four million of the 11 to 14 age group are covered by non-formal systems (Table 6, Appendix).

One of the strategies to bring every child to school and eliminate stagnation is to limit all fresh enrolment for class I to children of age 6.

Imbalances or disparities in facilities. There appear to be three kinds of imbalances in educational facilities:

- **Inter-state imbalance.** Statistics show that 74% of non-school going children belong to eight or nine states out of a total of 22 states and nine union territories;
- **Intra-state imbalance.** Within a state there are situations where in certain zones enrolment may be 115% while in other zones it may be 27%;
- **Population groups.** Girls in general and learners from disadvantaged groups like scheduled castes, scheduled tribes, and inhabitants of remote rural or hilly areas and urban slums have much lower rates of enrolment due to social resistance, poverty and the ignorance of parents.

The strategy of the Government has been to provide additional inputs of finances and resources to the educationally backward states and to focus the attention of all states on covering the disadvantaged learner population. Criteria have been laid down for the selection of villages or sites where a start will be made on equalizing opportunities by the building of new schools or non-formal centres. The States are currently engaged in undertaking extensive surveys to decide location priorities on the basis of manpower needs and the proviso that schools should be established within walking distance of the children's homes. Every state has been directed to provide adequate funds for the disadvantaged population, not simply in proportion to their number, but with added weighting given in recognition of their special condition.

The other strategies are education of parents themselves and the provision of free textbooks, school uniforms and midday meals to children of economically disadvantaged populations, and also the awarding of scholarships to continue studies. The appointment of more female teachers, with better service amenities such as residential quarters in rural and remote areas, is also an important step in attracting teachers.

The problem of drop-outs and stagnation. Out of every 100 children entering class I, only 40 complete class V and 25 complete class VIII. The problem is therefore not only providing facilities and increasing enrolment but also retaining the children for the entire duration, till they attain the age of 14 years.

Apart from poverty and the general apathy of parents, the most important other causes are:

- a) The rigidity of the curriculum which is on a uniform basis for all children, whether rural or urban, boys or girls, children of tribal groups or of ordinary farmers;
- b) The irrelevancy of the curriculum to the everyday life and needs of the child;
- c) The multiplicity of dialects and languages, especially for the children of tribal people;
- d) The uninteresting, traditional teaching methods, which deter rather than attract the child to school.

All these factors are being tackled by suitable strategies. Some of these already in use are to make the curriculum meaningful, flexible and related to the everyday life and environment of the child. This obviously means a decentralized curriculum development activity gradually filtering down from the state to district and block levels and finally to individual school levels. This leads to the development of specific local learning experiences designed for different groups of learners and varied situations.

The other strategy is to make socially useful and productive work a central feature of all curricular revision. This work experience will provide an opportunity to learn by using the hands, and create positive attitudes toward the co-operative accomplishment of tasks and the discharging of social responsibility. Thus work in school becomes more meaningful and interesting.

The third strategy recommended for classes I to III is to reduce the instructional work to three hours a day, coupled with the introduction of games and play activities so that schooling becomes a joyful and creative activity.

This obviously means that the strategy of teacher training for the elementary level needs to be vitalized and improved.

As regards the media of education, the strategy is what is known as the three language formula. The first language should be the mother tongue, the second language Hindi when it is not the mother tongue and the third language could be English. A child at the completion of ten years of schooling should be competent in the first language, be able to understand the second and comprehend the third in printed form. All instruction in the primary stage has to be in the mother tongue. Introduction of the second language may be done later in this stage, but the introduction of the third language should be taken up from the class VI stage.

Equality of two streams and their convergence. Even though a massive programme of non-formal education has been planned and is in the initial stage of implementation, there are lurking suspicions in the mind of the average layman that the non-formal sector provides a second rate education and may not gain sufficient credence for employment or even entry into the formal system. In fact, one of the advantages of the non-formal system is its flexibility so that it ensures the possibility of entering the formal stream after a certain level of achievement is reached. Similarly a child who is not able to continue studies on a full-time basis can transfer to the part-time channel.

Non-formal education is flexible in content, methods, place and timing, so as to suit the needs of particular groups. However it is not casual or incidental education but an organized programme of education focusing on learners needs and interests. The strategy adopted is the development of a minimum learning continuum for the elementary span (both for formal and non-formal streams) as a first step to providing the currency and equivalence for flexible learning acquisition. This will enable the convergence of formal schooling and non-formal education so that the goal of universalization is achieved, without sacrificing the minimum requirements of literacy, numeracy and inculcation of social and civic responsibilities. The contents of the non-formal channel should be meaningful, relevant and comparable in standards to the formal, so as to enable easy change over and vertical mobility.

SECTION I: ANALYSIS OF CURRENT POLICIES AND STRATEGIES IN TRAINING TEACHERS AND OTHER PERSONNEL FOR UNIVERSALIZATION

As has been discussed already, the task of universalization is a giant one, consisting as it does of a three pronged attack through formal, non-formal and adult education programmes. These vast programmes entail huge manpower requirements, not only in terms of teachers for all streams but also other educational personnel like curriculum developers, headmasters, supervisors, educational planners and administrators. All these personnel need adequate training for the roles they have to play. What follows is an analysis of present

practices, with a view to considering what further strategies need to be adopted to meet the challenge.

Present programmes of training elementary teachers.

It is recognized that the responsibility for training elementary school teachers is that of the state government. Most of the elementary teacher training institutes are government ones, though in a number of states private agencies or local bodies also run institutions. Even if local bodies or private agencies run the institutions, the state government supports them with substantial financial grants and lays down the curriculum and evaluation standards.

Pre-service training

At present there are over 1,100 teacher training schools with an intake of about 100,000 trainees for pre-service programmes. The entrance qualification for these institutions is usually a matriculation or high school certificate. The usual duration of the training is two years, with the trainees receiving a lot of theoretical lectures on child psychology, on teaching methodology, some on arts and crafts, some on the history of education, and a part on school organization with a sprinkling of subject contents from the school curriculum. There is practical training, consisting of a specified number of lessons under supervision in attached model schools. Where the training is for one year, the content part is usually dispensed with.

However, this training is removed from reality. The present day teacher has to face situations like multiple class teaching in a single teacher school, large classes with heterogeneous groups, work experience, programmes of non-formal situations, co-curricular activities, increased knowledge required of the content of subjects, and the use of audio-visual and other mass media techniques.

There are also new demands from the school curriculum, such as relating school to work, developing proper values and attitudes, enlisting community help in the integrated approach to teaching, continuous evaluation and exploiting available resources to the best advantage. All of these factors call for a complete revision of pre-service curriculum in teacher education.

The National Council of Teacher Education (NCTE) has recommended a thorough reform in the teacher training programme so as to acquire all the skills and abilities needed today. Elementary school teacher trainees should:

- Possess competence in their first and second languages, in mathematics, and in topics of natural and social sciences related to environmental studies;
- Develop skills in identifying, selecting and organizing learning experiences for teaching in formal and non-formal situations;
- Possess sufficient theoretical and practical knowledge of health, physical and recreational activities, work experience, art and music, and the skills needed for conducting these activities;
- Develop understanding of the psychological principles underlying the growth and development of children of the age group 6 to 14;
- Acquire knowledge of childhood education, including integrated teaching;
- Develop understanding of major learning principles in promoting cognitive, psychomotor and attitudinal learning;
- Understand the role of the home, the peer group and the community in shaping the personality of the child, and help develop an amicable mutually beneficial home - school relationship;

- Understand the role of school and of teacher in changing society; and
- Conduct simple action research.

Elementary teachers – In-service training

While pre-service training is for the fresh entrants to the profession, there are many untrained or inadequately trained teachers already in schools. For such persons numerous in-service programmes are available in the States. It is also realized that to revitalize teaching at the primary level the best way is through in-service programmes.

The Regional Colleges of Education and some other training institutions have started a correspondence-cum-contact programme for full professional training for teachers. The organizational pattern is four summer semesters of one month's duration each, with correspondence sandwiched in between.

The Primary Extension Training Centres attached to Training Colleges have been conducting short term programmes for various categories of teachers.

The NCTE has recommended that there should be a continuous link between pre-service and in-service education and has selected the following points as needing attention:

1. The goals and rewards of pre-service teacher education have to be reflected in the in-service education programme; obtaining an additional qualification is not enough, it has to be one recognized by the State Government or the employing agency;
2. The programmes should carry certain credits to be earned;
3. The courses must be run during vacations, in mornings and evenings, at week-ends and in institutions which are within easy reach of a large number of teachers or in strategic centres;
4. The courses should be modern, challenging and carefully designed, incorporating the latest information concepts, processes and methods;
5. The teachers should take up in-service training on a voluntary basis.

Elementary teacher educators

By and large the elementary teacher educator is a B.Ed. or equivalent degree holder from a teacher training college. In most cases he has not received special training for elementary teaching and tries to adapt the training for secondary schools to the situation as best as he can. Recently some courses have been started especially for elementary level teaching in a few training colleges and the regional colleges of education of the National Council of Educational Research and Training (NCERT).

A study by the Advanced-Level Workshop for Teacher Educators organized under the APEID reveals that the in-service courses have very limited impact because of inadequate inputs, limited coverage in number and geographical distribution, a lack of proper co-ordination, and a lack of proper linking with national and institutional developments.

There is a need not only for a special curriculum for training teacher educators for elementary teacher training institutions, but also a massive in-service programme of upgrading the existing teachers. The National Council of Teacher Education has recommended that before new curricula are introduced in different states, a massive programme of upgrading teacher educators should be undertaken so that the training institutions are ready and equipped to shoulder this responsibility. Some institutions have already started in-service correspondence education of six months followed by a 15 days contact programme. The National Council of Teacher Education recommends the development of programmes of longer duration of contact for cultivating skills to handle a variety of tasks scientifically and systematically.

Training of supervisors, inspectors and administrators

The universalization of elementary education is a massive programme and thorough training for administrators is needed, to plan different strategies and implement the programmes efficiently.

Most supervisors, inspectors or administrators do not receive any special training for their jobs. Most, except those at the very top, rise from the ranks of teachers and the only training is what they acquire in the course of the job they are performing. With the establishment of the State Institutes of Education in the last decade, some attempts have been made to organize brief in-service orientation courses for educational administrators and supervisory staff.

Training of curriculum developers for the preparation of instructional materials

Universalization can only be successful if the children stay in schools. To ensure this the curriculum needs a lot of qualitative improvement, to make it meaningful and relevant to everyday life and the environment. The introduction of socially useful productive work and social service as an integral part of education is necessary. The introduction of play activities, and the adoption of other dynamic methods and evaluation techniques are also necessary.

With the emphasis on relevant, local, specific learning experiences for a variety of learners and a variety of situations, decentralized curriculum activity has to be undertaken, so that the learners will have access to a large variety of quality learning episodes closely related to their aspirations and needs.

Exploitation of real life situations of significance to learners is the essence of transformation of content through decentralized curriculum development. Training of curriculum development workers therefore assumes a great importance.

The training of curriculum development work is a major activity of the NCERT at the national level. It organizes a number of workshops and seminars on development of curricula, evaluation practices, and development of instructional materials including teaching aids for mainly senior level resource personnel from various states. It also offers consultative services to the States on their specific request.

At the State level, the main agency is the State Institute of Education, the State Bureaux of Textbooks in some states and Boards of Schools Education in some others. The training is not, however, through a formalized programme, but mainly an on-the-job exercise through seminars and workshops.

A number of people from the central and state levels have had training opportunities in curriculum development work through study tours abroad under the auspices of Unesco, the British Council and a number of different fellowship programmes.

Training teachers for out-of-school education programmes

The policy statement on adult education makes reference to various groups which may be assigned the responsibility for teaching in out-of-school situations.

- School teachers may have to be one of the main agencies for instruction, although past experience of their performance reveals several limitations, such as their rigidity and authoritarianism;
- Students at higher institutions may be mobilized as part of the national service scheme;
- A large number of unemployed or underemployed village youth with some education may be entrusted to teach after a carefully planned training for upgrading their content knowledge and sense of responsibility;

- Ex-servicemen and retired personnel can play an important role in urban as well as rural areas, possessing as they do the advantage of experience and the respect in which they are held in the community;
- Other field-level functionaries like village-level workers, 'gramsewak' and 'gramsewika', health workers, functionaries of Panchayat and co-operative societies may be involved;
- Voluntary social workers who are willing to make their contribution to community development are available in large numbers. The energies of such persons can be tapped through special arrangements.

The Directorate of Non-formal Education has prepared plans for the training programmes of various categories of instructors. Accordingly it is envisaged that the instructor has to play the following roles for which he has to be given proper orientation and training.

- Organizer of the non-formal centre;
- Teacher of literacy;
- Initiator of discussions for generating awareness;
- Disseminator of functional information;
- Mobilizer of resources;
- Organizer of cultural and recreational activities;
- Recorder of the process of change;
- Manager of the centre.

Strategies to meet new training demands

One of the most urgent needs is to develop and strengthen the infrastructure so it may provide effective training programmes to all categories of educational personnel. A brief description of the agencies making up this infrastructure follows.

National Council of Educational Research and Training

The establishment of an autonomous National Council of Educational Research and Training (NCERT) in 1961 was an important step in providing real leadership in the field of school education. It is the main academic adviser of the Ministry of Education for planning, formulating and implementing programmes to raise the quality of school education. It is concerned with conducting and promoting research in problems of education and providing advanced level training to key personnel from States in different areas of education. A triple base research, training, and extension ensures that research findings and their application go hand in hand, each helping the other so that the time lag between knowledge and its application in the actual field is minimized. The Council functions through a National Institute of Education and four Regional Colleges of Education. In under two decades it has been able to gather a pool of staff experts and also draw upon the experience and abilities of prominent educationists from all parts of the country to give training guidance and help to all who seek it. The Council collaborates with State Education Departments, University Departments of Education and other research organizations in conducting research and surveys. It has undertaken pilot studies, national level training programmes, innovative and development work in preparing improved curricula, textbooks, guidance, instructional and examination materials, and teacher training.

National Council for Teacher Education

In the early seventies, the government constituted the National Council for Teacher Education (NCTE) to advise on matters relating to teacher education. This body has been

meeting annually and has prepared an approach paper on teacher education which has been discussed widely at different levels and finally at a national level conference. In 1977 this resulted in a framework for the teacher education curriculum. This framework provided valuable guidelines for improving teacher education programmes to meet the challenge of the universalization programme.

Similarly, several States have constituted State Boards of Teacher Education.

State Institutes of Education

At the state level the Central Government assisted the establishment and development of State Institutes of Education in different states with the objective of providing in-service education programmes for elementary teachers and for effecting improvements in elementary education curricula. The State Institutes of Education also have the responsibility of organizing orientation courses for educational supervisors and inspectors in many States. Most of the States now have such institutes, which are effective agencies of the State Governments in formulating and implementing curricular development and training programmes. The State Institutes of Education work in active collaboration with the NCERT, which also organizes an annual conference of the directors. This provides a platform for discussing common problems and for keeping the States abreast of national programmes.

National Staff College for Educational Planners and Administrators

The National Staff College for Educational Planners and Administrators was established in 1971. It is an autonomous organization primarily intended to provide training, to organize seminars and conferences, to undertake research, to offer a consultancy service to State Governments, to provide training facilities to other countries of the Asian region on request and to act as a clearing house in the field of educational planning and administration. During the last several years the National Staff College has organized a number of training programmes, orientation courses, seminars and symposia for state level personnel in the area of educational planning and administration. It also organized specific programmes for several State Government officers, at their request.

Centre for Educational Technology

The establishment of a Center for Educational Technology (CET) is another step in making the best use of the multi-media approach for instruction in schools and for the training of teachers. The Satellite Instructional Television Experiment (SITE), which was available for a year in 1976-77, provided an opportunity to develop instructional materials for primary schools in about 24,000 villages in six States. SITE also provided an excellent opportunity for providing in-service training to about 96,000 primary teachers in content and educational methodology. A study of the impact of the SITE programme on school children and teachers has been undertaken which will provide a firm and realistic base for the framing of future educational television policy when India launches its own satellite in the near future.

Continuing education centres

The NCERT has proposed the establishment of continuing education centres (CECs) in the States for implementation of the 10+2 pattern of schooling on a priority basis. With the recognition that the success of the new curriculum would depend upon the proper orientation of teachers as well as teacher educators, came the realisation that the orienting of large numbers of teachers through existing facilities and traditional methods was inadequate. Hence the establishment of these continuing education centres, with expenses shared by the centres and the States. They will act as resource centres for teachers and

teacher educators, organizing various types of in-service training programmes according to the needs of the region. They should be a big help in achieving the universalization of education programme. So far about 50 CECs have started functioning and with the feed back obtained, it is proposed to start a network of such centres throughout the country.

SECTION III: GUIDELINES AND RECOMMENDATIONS FOR FURTHER ACTION

Implications of universalization

The universalization of elementary education has both quantitative and qualitative aspects which have implications for the training programmes for teachers, as well as for educational supervisors and administrators.

The quantitative aspects include the size of the anticipated enrolment by 1983; relative percentages of the age groups 6 to 11 and 11 to 14; the number of additional classrooms required and the financial resources available; the number of additional teachers required; and the division of the elementary school-age children into formal and non-formal channels.

The qualitative aspects include improvement of the curriculum to suit the environment and local needs; incentives to learners to ensure retention; and improvement of the teacher education programme.

The major structural changes that would be necessary are full-time formal and part-time non-formal education available to every child from 6 to 14; facilities for multiple entry; accrediting those who continue on a part-time basis; the restriction of enrolment in class I to children of six years; the decentralization of curriculum development activities; and the reduction of instructional time, coupled with the introduction of play periods in classes I and II.

Quantitative aspects

Pupil enrolment. According to the estimates made by the working group on universalization, the pupil population is targeted at 121.8 million by 1982-83, divided as follows:

1. Enrolment in formal & fulltime channels in 1977-78	89.8 m.
2. Additional enrolment in channels: Class I-V (10.0 m.) Class VI-VIII (6.0 m.)	16.0 m.
3. Part-time education for drop-outs in the age group 9 to 11	12.0 m.
4. Part-time education for those who did not go to school or dropped out very early	4.0 m.
Total	121.8 million

Additional teacher requirements. With the anticipated increase in learners enrolment, the additional teachers required in the formal sector by 1983 is estimated to be in the order of 400,000 teachers, or about 80,000 teachers per annum.

Of the total target of pupils for universalization, 16 millions have to be educated through part-time or non-formal education. This will mean an additional requirement of another 80,000 teachers per annum, though some teachers may function in both channels of education.

The additional teacher requirement means that the strategy should be not only to increase enrolment in existing institutions and open additional teacher training schools, but also to use other methods like correspondence and distant learning systems of training.

The selection of sites for opening new institutions should concentrate on areas which are classified as remote rural or hilly tribal. Detailed guidance should be provided by the government to the States to draw up plans for new institutions in accordance with universalization.

Another important strategy is to provide encouragement and incentives for the admission of more girls and members of educationally backward communities as trainees.

Learners for part-time education will include

- Primary school age children who never had the opportunity to attend school;
- Early primary school drop-outs;
- Children finishing primary school who do not proceed to the middle school level;
- Adolescents and youth who have never had the opportunity to go to school.

Separate measures will be needed for each of these categories, both in terms of curricular materials and the training of teachers. Here NCERT and the State Institutes of Education have to take a leadership role in developing training curricula as well as instructional materials.

Qualitative changes and implications

Training for decentralized curriculum development. The first qualitative change necessary is the development of decentralized curriculum development activity. Here, the National Council of Educational Research and Training (NCERT) and the various State Institutes of Education have to play an active role.

Since 1975 a good training programme for such decentralized curriculum development activity is already in operation in 15 states, under the guidance of NCERT. It is an experimental project on primary curriculum renewal, with the objective of developing innovative curricula which satisfy the educational requirements of under-privileged children in the communities selected. In each participating state, the State Institute of Education works actively with three selected teacher training schools which are grouped with ten experimental primary schools. The schools are selected from remote rural, hilly tribal, urban slum or similar under-developed areas. The main objective is to foster decentralized curriculum development at the grassroots level. The classroom teachers and teacher educators of the teacher training schools work together to survey the needs of the community and availability of local resources. They develop the curriculum and related instructional material themselves and constantly improve it through try-out, feedback and revision. The project is effectively serving to develop local expertise through a process of learning by doing.

Through the APEID, Unesco has sponsored a series of Mobile Training Workshops in curriculum development and the one organized in India provided an opportunity for training a national faculty and a core of curriculum developers through inter-country study visits followed by intra-country training workshops. A team of five persons from NCERT and the States visited the Philippines, Japan, the Republic of Korea and Thailand to study the national goals, innovative practices in curriculum development relating education to work, improvement of educational techniques and use of teaching-learning materials, teacher education for effective curriculum implementation and curriculum research and evaluation. On return the team organized an in-country training workshop which was attended by delegates of fifteen States and four union territories. Case studies from each State, panel discussions, and field trips provided the participants with experience and training in various aspects of curriculum development, and resulted in the publishing of a document entitled "Curriculum in Transaction". This should be valuable for all workers in the field.

Potential of the teacher training institutes for further expansion of decentralized curriculum activity

Presently under consideration is the potential role of the teacher training institutes as decentralized curriculum-cum-training centres for the production of learning materials for out-of-school children, as a part of task-oriented training of the teacher trainees. This will not only lead to a reform of pre-service teacher training but will develop a pool of relevant local specific learning materials for mass production. Curriculum development, preparation of instructional materials and training will go on side by side.

Refresher and in-service training of teachers and teacher educators

The present network of extension service centres located in the primary and secondary training colleges may be further strengthened and new centres of continuing education for teachers and teacher educators established. Depending upon the expertise and facilities available in higher institutions, a set of new programmes, approved and recognized by the state governments or the state boards of teacher education may be offered throughout the year on a short or long-term basis.

The courses at continuing education centres must have in-built flexibility. It is easier and less expensive to organize correspondence-cum-contact courses.

The NCTE has recommended several patterns for these:

1. Full correspondence courses, such as for education as a major discipline;
2. Professional education courses under the correspondence-cum-contact format, with four summer semesters of one-month duration and correspondence courses sandwiched in-between;
3. Supervised programmes by expert teacher educators or senior teachers with internal evaluation to award grades for credit hour courses; and
4. Courses for teachers and teacher educators through radio and televised broadcasts.

Another strategy is to use the Centre of Educational Technology at Delhi and its state affiliates to organize intensive programmes for special groups of teachers as well as teacher educators through radio, T.V. and other media. Such programmes are already in operation but they need to be coordinated with the needs of universalization.

Improvement of teacher training curricula

There should be a convergence of formal schooling and non-formal education, so that the goal of universalization is achieved without sacrificing the minimum requirements of literacy, numeracy and inculcation of social and civic responsibilities. The contents of both channels should be meaningful, relevant and comparable in standards so as to enable easy change-over as well as vertical mobility.

The implication of this is that the elementary teachers who to a large degree will have to be depended on for non-formal education, have to acquire the skills of educating through either channel.

The recommendations of the National Council of Teacher Education in the section on pre-service training have to be implemented to bring about the kind of teacher needed for the future.

Training of supervisors and administrators

Execution of the universalization programme calls for the highest level of planning and administrative competence at the top and great efficiency at the supervisor and inspector level.

The process of planning needs to start from the bottom, from the ultimate users. This involves a good training programme for block level officials, who have to make surveys and assess the needs of the area when implementing plans.

Here the strategy should be to involve the National Staff College for Educational Planners to provide a sound training programme for the resource persons at the state level who, in their turn, would organize a two-tier training programme for the district and block levels. The training programme should deal with two separate aspects, planning and supervision, as in most cases the personnel involved at the lowest level will be the same.

APPENDIX

Table 1: Progress of Primary Education (in lakhs)

	1946-47	1950-51	1955-56	1960-61	1965-66	1973-74	1977-78
Enrolment I-V (Lakhs)	14.11	19.15	251.7	34.34	596.0	64.10	713
Percentage of enrolment to total population in age group 6 to 11	3.50	42.6	51.9	61.1		7.90	85
Enrolment VI-VIII (Lakhs)	20.4	31.2	42.9	67.9	144	15.10	185
Percentage of enrolment to total population in age group 6 to 14	9.0	12.7	16.5	22.8		3.50	40

Table 2: Growth of Enrolment during the fifth Plan Period (in lakhs)

	1973-74	Target 1974-79	additional enrolment in lakhs				1974-78	(estimates) 1977-78
			74-75	75-76	76-77	77-78		
Classes I to V	641 (79)	130	13.55	11.03	21.39	25.75	71.72	713 (85)*
Classes VI to VIII	151 (35)	58	5.20	6.34	10.30	12.57	34.81	185 (40)

* (Figures in parenthesis indicate percentage of respective age group)

Table 3: Enrolment of boys and girls, by 1977-78

		Enrolment in lakhs	Enrolment as percentage of age group
Classes I to V	Boys	433	101
	Girls	280	68.2
	Total	713	84.9
Classes VI to VIII	Boys	125	51.4
	Girls	60	26.5
	Total	185	39.8

Table 4: Enrolment of scheduled castes and scheduled tribes

	Scheduled Castes	Scheduled Tribes
Proportion of population (1971)	14.6	6.9
Proportion of total enrolment (1975-76)		
Classes I to V	11.2	5.1
Classes VI to VIII	8.3	3.1

Table 5: Number of children for schooling

	Boys	Girls	Total (in lakhs)*
Population 1982-83			
Age group 6 to 11	437	413	850
Age group 11 to 14	<u>257</u>	<u>243</u>	<u>500</u>
Total	694	656	1350
Enrolment in 1977-78			
Classes I to V	433	280	713
Classes VI to VIII	<u>125</u>	<u>60</u>	<u>185</u>
Total	558	340	898
Additional children required to achieve universalization			
Age group 6 to 11	4	133	137
Age group 11 to 14	<u>132</u>	<u>183</u>	<u>315</u>
Total	136	316	452

*One lakh equals 100,000.

Table 6: Targets for enrolment 1978-83 (in lakhs)

	Population 1982-83	Enrolment 1977-78	Enrolment 1982-83	Percentage of total population
Age group 6 to 11				
Classes I to V				
Boys	437	433	480	110
Girls	<u>413</u>	<u>280</u>	<u>453</u>	<u>110</u>
Total	850	713	933*	220
Age group 11 to 14				
Classes VI to VIII				
Boys	257	125	185	73
Girls	<u>243</u>	<u>60</u>	<u>100</u>	<u>41</u>
Total	500	185	285**	57
Age group 6 to 14				
Classes I to VIII				
Boys	694	558	665	96
Girls	650	340	553	84

* Formal schools 100 lakhs, Non-formal 120 lakhs

** Formal schools 60 lakhs, Non-formal 40 lakhs

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NEPAL

Policy studies on universalization of education and training of educational personnel

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SECTION I: POLICIES AND STRATEGIES TOWARDS UNIVERSALIZATION OF EDUCATION: HISTORICAL PERSPECTIVES.

Before attempting an analysis of His Majesty's Government's policies and strategies as regards primary education in the formal sector and adult education in the non-formal sector, the following tables give an overview of educational progress in Nepal for the period from 1951 to 1970.

Table 1: Educational development

Level	Number of Schools			Enrolment		
	1951	1961	1970	1951	1961	1970
Primary	321	4,001	7,256	8,505	1,82,533	4,49,141
Secondary	11	156	1,065	1,680	21,115	1,02,704
Higher	2	33	49	250	5,143	17,200

Table 2: Enrolment ratios

Year	Primary Percentage of 6 to 10 age group	Secondary Percentage of primary enrolment	Higher Percentage of secondary enrolment
1951	0.9	19.0	20.5
1961	15.8	12.0	24.4
1970	32.0	23.0	16.0

It is evident from the above tables that before the advent of democracy in 1951 progress in education was small.

Considering that education is essential to social change, the result was stagnation in terms of social mobility and attitudinal change. After 1951 the educational aspirations of the people found expression in the growth of enrolment and educational institutions, but educational opportunity remained limited to certain social groups. Educational policy lacked any clear provision for giving educational opportunities to the underprivileged and deprived segments of society. This lop-sided development of education widened the gap between the different social groups and between the geographical regions. Moreover, the content of education was irrelevant to national and social needs. The education sector, thus divorced from the mainstream of development activities, failed to receive national priority in terms of resource allocation.

* National Education System Plan (1971-76).

Educational reform

Realizing that the education system contributed little to development efforts, a major reform was formulated and embodied in the National Educational System Plan (1971-76). This plan overlapped with the fourth economic development plan (1970-75) in its last four years. The reform was comprehensive in the sense that it affected educational structures, objectives, content and methods. Beyond that, the administrative structure at all levels (right from the District Education Office to the Ministry of Education) was also reorganized. An attempt was made to link educational programmes to development needs and thus raise their competitiveness in the allocation of national resources. The reform document restated the objectives of the three levels of school education as follows:

Primary level: It will extend from grade 1 to 3 and will aim at literacy.

Lower Secondary Level: It will extend from grade 4 to 7, will aim at character building by cultivating loyalty to the king and the country and will initiate pre-vocational education.

Secondary Level: It will extend from grade 8 to 10 and its aim will be to create useful citizens by laying special stress on vocational training.

Adult Education: It will aim at spreading literacy and providing functional education.

The entire curricula for all types and levels of education were accordingly reconstructed and textbooks rewritten.

Universalization of education

Policies. In the context of a low primary enrolment ratio (about 43 per cent in 1975) and a very low literacy rate (about 14 per cent in 1970), the Fifth Development Plan (1975-80) defines the policies towards universalization of education along the following lines:

- Literacy and numeracy will continue to be recognized as the minimum educational need to be provided to the 6 to 8 age group through three years of schooling;
- To achieve the ultimate goal of universal primary enrolment, 64 per cent of the children of 6 to 8 years of age will be granted primary education facilities by the end of the plan period;
- A total of 600,000 adults will be taught literacy skills over the period.

Strategies. For the attainment of the above policy objectives, the following strategies were adopted:

- Identify the problems impeding the wider participation of children and adults and develop appropriate programmes to minimize their effect;
- Identify the disadvantaged social groups and areas and build up incentive mechanisms within the limits of the resources available, in order to raise their participation to the level of other groups and areas.

Programmes of primary education

Introduction of free primary education. In order to provide three years of primary schooling to a greater number of children in the 6 to 8 age group, the National Education System Plan (1971-76) set the primary enrolment target at 64 per cent. This looked rather ambitious, given the enrolment level of 32 per cent in 1970. However, it was indicative of the expansion of primary education. To achieve this target, the government carried out the arduous task of school-mapping, by fielding teams of experts in all the 75 districts. In addition, the government took over the financial responsibility for the salary costs of primary teachers from the local community and also supplied every school with necessary instructional materials. It was hoped that assumption of these responsibilities by the government at the primary level would prompt the local community to speed up the estab-

lishment of new schools which, in turn, would contribute to the growth of primary enrolment. But the first four years of plan implementation witnessed a rather slow enrolment growth, and at one stage it appeared that the achievement of the 64 per cent target was impossible. The table below gives the progress in enrolment over the four years from 1972.

Table 3: Enrolment pattern at primary level

Year	Total enrolment	Enrolment ratio
1972	3,00,376	30.1
1973	3,59,612	35.2
1974	4,01,034	38.6
1975	4,58,516	43.2

This pattern of enrolment growth was quite unsatisfactory and the government had, therefore, to consider other measures. Subsequently His Majesty King Birendra Bir Bikram Shah Dev, on the eve of the coronation in 1975, proclaimed free primary education throughout the kingdom. Following this, the government provided further subsidies to primary schools at a per capita rate of Rs. 18, in order to compensate the schools for the loss of revenues raised from tuition and other fees. The introduction of free education has had a dramatic effect on the primary enrolment which soared to 78 per cent in 1978. The sharp growth through 1976 to 1978 is also attributed to the free textbook distribution scheme which will be discussed in subsequent paragraphs. The growth pattern during the next three year period is shown in the following table:

Table 4: Enrolment growth pattern at the primary level

Year	Total enrolment	Enrolment ratio
1976	6,43,835	59.4
1977	7,69,049	69.4
1978	8,82,723	78.0

However, this sharply growing enrolment has built up pressures on other educational resources such as physical facilities, teacher supply and instructional materials.

Free textbook distribution scheme. Besides providing free education since 1975, the government, as mentioned earlier, is distributing textbooks to all primary school children free of charge in 25 remote districts. These 25 outlying districts form the northern part of the country and are relatively inaccessible. The climatic conditions, difficult terrain, steep slopes and so on, all combine to make agricultural activities generally difficult, and consequently, the overwhelming majority of the population are economically handicapped. The decision to provide free textbooks to all primary children in these districts stems from the government's policy to accord priority in national development endeavour to such deprived and remote regions. The scheme is paying off in terms of growing enrolment. Latest data reveal that the primary enrolment ratio in designated remote districts has reached the level of 82 per cent, which is about four percentage points above the national average.

This free textbook distribution scheme is, however, not limited to the 25 remote districts alone. The remaining 50 districts of the kingdom also enjoy the advantage of this scheme. However, the proportion of primary school children receiving free textbooks in the other 50 districts is restricted to 15 per cent of the total enrolment, to those from poor families.

Efforts at promoting education for girls. Free primary education has helped boost the enrolment at this level to a considerable extent. However, a breakdown according to sex reveals that the girls' participation, currently at about 22 per cent of the total enrolment, is

far behind that of the boys. The government, therefore, has taken the following measures to improve the situation:

a) **Free textbooks to all primary school girls.** In order to attract more girls to become teachers a new approach has been devised. From this academic session onwards, the government is providing all primary school girls with free textbooks. UNICEF is supporting the costs of paper and also assisting the government in distributing textbooks in remote regions. A separate agency, called the Janak Education Materials Production Centre has been set up with the sole responsibility for printing and distributing school level textbooks throughout the country.

The free textbook distribution scheme is expected to influence the enrolment of girls in two ways. First, it will motivate the parents to put their girls in schools, because the scheme helps reduce the burden of direct schooling costs on parents. Secondly, it will also contribute towards the retention of girls in school, which at present is very low.

b) **Preference given to the appointment of women as primary teachers.** Other measures for the promotion of girls' education have also been taken, through an attempt at changing social attitudes. It is widely believed that if parents find more woman teachers working in the schools, their present narrow outlook on a girl's role would change. With this in mind, the government has adopted a policy of giving preference to women when appointing government primary teachers. The scheme for "equal access of women and girls to education" currently has UNICEF support and is an example of efforts to increase the supply of female teachers. The scheme provides for enrolment of more girls to take up the training courses for primary teachers. The growing popularity of the scheme appears to justify the hopes behind it.

c) **Other measures to improve girls' participation.** Basically society in Nepal is of a traditional type which tends to confine the role of women to domestic activities. Therefore, little merit is seen in providing education to girls. Such attitudes need to be corrected. A move in this direction is made by National Development Service (NDS) students, who are deputed to rural areas for a period of ten months to participate in village level development activities as part of their degree level programme. When allocating these NDS students to such communities as hold very conservative views on girls' education, this kind of strategy is found to have significant positive effects.

The women's organization also plays an important role in trying to promote attitudinal changes in society. This organization gives away certificates and cash prizes to those branch officers which successfully mobilize the women to participate in various female oriented activities such as literacy classes and women training centres. Cash awards are made to such primary schools which enrol the greatest number of members from the community. This is applicable to schools in 18 remote districts.

Despite all these efforts, the slowness of the process of changing social attitudes means that it will be some time before the girls' participation in primary schools matches that of the boys. However, the government is aware of the problem and, within the limits of its resources, is doing all it can.

Expansion of primary education opportunities in disadvantaged areas. In Nepal, the word 'disadvantaged' generally goes hand-in-hand with the word 'remote'. The government has declared 18 districts as remote and with difficult conditions. The physical distances, poor weather conditions and difficult terrain combine to put these districts at a disadvantage from the view point of development. It was not until 1971 that serious efforts were made to extend educational opportunities to the children of these areas. The government now has a policy whereby all schools in these 18 districts, from the primary to the secondary level, receive the benefit of full subsidization of teachers' salaries. Furthermore, keeping in view the difficulty in walking because of mountainous terrain, a primary school can be approved for as small an enrolment number as ten compared to the stipulation

of 30 elsewhere. It is therefore a little surprising that the primary enrolment ratio in these districts has surpassed the national average by four percentage points.

In further consideration of the difficulties in these areas, the government has announced that all primary schools in these areas will automatically be upgraded to incorporate grades 4 and 5 of the lower secondary level. This policy has been adopted in order to lower the drop-out rate from the primary to the lower secondary level. Beyond this, free education is provided to all girls even at lower secondary and secondary schools of the 18 remote districts. All this reflects the government's determination to expand educational opportunities in remote and deprived areas.

Provision of scholarships to the children of the disadvantaged social groups. Though free primary education and free textbook distribution schemes together help reduce the burden of direct schooling costs to parents, even the cost of writing materials deters some parents from sending their children to schools. In order to minimize this possibility, some financial assistance, in the form of scholarships to cover writing material costs, is also provided to every primary school. In addition, schools may extend such financial help to poorer and needy children out of their available resources. Residential schools are obliged under existing regulations to provide scholarships to some children of low-income families. The number of scholarship awards by such schools ranges from five to ten per cent of the enrolment. Every year the government also awards about 120 scholarships to study up to secondary level for children coming from the 18 remote districts.

Thus the present educational policy for the universalization of primary education is essentially problem-specific and therefore relevant to national needs. It cannot, however, be denied that there are some major problems on the way to full realization of universal primary education, and what follows is an attempt to analyse them.

Problems and constraints

a) **The high drop-out rate.** It is estimated that about 50 per cent of pupils drop out before they reach the second grade. However, the drop-out rates in the upper two grades of primary school are within the relatively narrow range of ten per cent. An analysis of the drop-out rate according to sex reveals that girls lead over the boys by a margin of five per cent in the first grade. The causes of the high drop-out rate are manifold, e.g. less motivation among the parents, uninteresting classroom instructions, failures, high cost of putting children in school, malnutrition and insufficient attention to individual pupils' learning needs. The children who drop out are generally from low-income and deprived social groups and have illiterate parents. To identify all the possible factors contributing to the high drop-out rate and suggest appropriate policy measures, a research study on a national scale is soon to be mounted.

b) **The problem of changing social attitudes.** Regardless of what the government does, unless some groups within the society are awakened to the benefits of education for their children, their participation will continue to be low. The outdated beliefs and values held by such groups need to be reformed.

c) **The problem of a mountainous topography.** Given the fact that hills and mountains make up about two-thirds of Nepal, the population in these areas tends to be thinly spread. Because of such population dispersion, school facilities have also been dispersed, causing strains on national resources. Beyond that, it also creates the quantitative and qualitative problem of teacher supply which, in turn, further aggravates the problem of a high drop-out rate caused by poor instructional programmes.

d) **The disparities in participation.** A wide disparity is recorded in the enrolment ratios of different districts. The difference between the districts with the highest and the lowest enrolment ratios is currently as much as 70 percentage points. Similarly, the disparity in the participation of the two sexes is large, with girls accounting for only 22 per cent of the total primary enrolment. Though precise data are not available, the difference

in the participation of different social ethnic and cultural groups within the society may also be significant.

e) **The poor physical facilities.** The provision of physical facilities is left entirely to the local community. Variations in the community resources thus have a big impact on the provision of facilities. To raise resources for school facilities the community has largely to depend on voluntary labour contributions and other donations such as land and to an extent, cash. The level of these contributions varies greatly according to the motivations and capabilities of the community members, and of the communities themselves. Consequently a considerable number of rural schools, particularly in the hills and mountains, suffer from inadequate facilities. This, in turn, acts as a negative factor in so far as the retention capacity of the schools is concerned.

f) **The disparities in achievement levels.** At the end of each level of school education, a terminal examination takes place and only those students who pass such examinations are allowed to proceed on to the next level. It was found that great variations occur in pass percentages at the end of the primary level, as shown from the following sample districts of the western region.

Table 5: Pass percentages of primary school graduates, 1975

Districts	Pass percentage
1. Kaski	94.89
2. Rupendehi	54.9
3. Baglung	93.5

Such differences in the achievement level are the cumulative result of the various in-school factors (such as pupil-teacher ratio, supply of instructional materials, teachers' profile and school facilities,) as well as out-of-school factors (such as socio-economic factors and family environment of the students).

Having dealt with efforts made at the universalization of education at the primary level, similar efforts made at the universalization of education for out-of-school youth and adults is presented below.

Non-formal education programmes

1. The adult education programme as envisaged in the Education Plan (1971-76)

The reform document as mentioned earlier, called the National Education System Plan (1971-76), stated that the adult education programme would be launched in two forms: as a literacy extension programme; and as a functional education programme. It set a target of 100,000 adults to be given literacy skills every year. It also emphasized the need to provide agricultural and home science skills to rural youth and adults. Curricula, textbooks and other materials were prepared accordingly.

During implementation of the plan, an overall 70 per cent of the target was reported to have been reached, yet in reality the programme could not match expectations in terms of skill improvement or literacy attainment. When analysed the reasons were as follows:

Curricula irrelevant. Though all the reconstructed curricula were with the implementation of the Education Plan (1971-76), they still did not take into account the real-life needs of rural adults. The programme was in fact more of a formal structure and, though in the beginning it was quite popular because of its newness, it gradually declined in popularity with adults.

Lack of trained teachers in adult education. The literacy component of the adult education programme was organized in the primary schools, because of their proximity to the local community. The primary school teachers were appointed to run these courses,

without any training in adult education. In fact the great majority of these teachers did not have any training in formal courses, leave alone in non-formal ones. Consequently, the programme lost whatever attractions it might have had with the adult population.

Feeling of imposition. Though there had been persistent pressures for the opening of formal schools, hardly any request came from the local population for the establishment of non-formal centres. They felt that these were programmes imposed from above and the people had, therefore, a tendency to dissociate themselves from the scheme.

Absence of any support. For formal schools, supervisors were appointed to provide technical support for the teachers. But for adult education centres, no such provision was made.

Absence of a diversified curriculum. In the whole curriculum, only the literacy component was emphasized. Those completing the basic literacy course were allowed to proceed on to the functional literacy courses in which two skill areas, agricultural and home-making, were emphasized. To complete all this needed a further period of four months. The formalistic nature of the course and its inability to meet the needs of different occupational groups further alienated the potential students.

The experiences in implementing the adult education programme mentioned above took place over a period of five years. Learning from past mistakes, the entire programme has been reformed and innovations introduced, in the following ways.

Local based curriculum content. A districtwise survey is carried out by a team of specialists to assess the needs of the local community. In the process, local people are also involved. This information is fed back into the design of a broad-based curriculum. This helps bring the programme closer to local realities.

Diversified curriculum. Unlike the previous one, the new curriculum is broad-based, as it incorporates, besides the literacy component, family planning, agriculture, health and hygiene, nutrition and home science, which are all essential to the improvement of the quality of rural life.

Provision of teacher training. Because of their proximity to the local community, primary school facilities are still used for the implementation of the programme. But while choosing a school, care is taken to see that teacher and local community are sufficiently enthusiastic in organizing the programme. The teachers are also provided with workshop training for a period of two weeks. This provides them with an opportunity to be familiar with important aspects of adult teaching.

Provision of support. Separate supervisors have been appointed to provide technical support to teachers. They also monitor the programme performance to the central agency which, in turn, analyses the feedback and modifies the elements of the programme to suit changing needs.

Field-testing before nationwide application. The present non-formal education programme was tested in different districts before being applied on a nationwide scale. During the period of field testing, all aspects of the programme were closely watched and all necessary information relevant to the programme design and implementation were fed back into it. In the first phase of its implementation during the current fiscal year the programme has been launched in about 250 centres of 25 districts of the kingdom. In the next fiscal year, the programme is expected to get nationwide coverage.

Flexible time period. Keeping in view the nature of rural activities and the needs of the adult population, the duration of the programme has been made flexible, ranging from two to three weeks to six months.

Use of local expertise. For various courses local expertise is also utilized to the extent it is available. Also, every centre has a local panchayat leader as a motivator. This kind of arrangement stimulates the local people to take more interest in the programme than before.

2. Non-formal activities by other agencies

- a) Besides the Ministry of Education, other agencies such as the Ministry of Home and Panchayat Affairs, the Cottage Industry Department, the Labour Department, the Ministry of Agriculture and the Ministry of Health are also involved in the non-formal activities. The Women's Affairs training centres, under the Home and Panchayat Affairs Ministry, offers home science and occupational courses. Similarly, the Cottage Industry Department provides trade courses ranging from a period of one month to about six months, through a network of training centres. These courses have been quite useful in generating skills relevant to the rural areas. To familiarize the farmer with modern methods of farming, the Ministry of Agriculture organizes short orientation courses for farmers, through its agricultural Farm Centres. The Ministry also broadcasts informal programmes to educate farmers on different aspects of farming. The role of the Ministry of Health in providing useful information on family planning, health, hygiene and nutrition has been quite appreciable. The family planning organization and health education unit of the Ministry have been mainly responsible for these activities.
- b) The Lahachowk Project. On a pilot basis, a project designed by the Centre for Educational Research, Innovation and Development, National Education Committee is being implemented in a village of Kaski district called Lahachowk. The Project has the following elements: teachers' skills development; health education and services; a functional literacy programme for women; a literacy and skill development programme for out-of-school youth; community services and agriculture education. During the three years of its implementation the project has produced tangible results in the form of better community living. The community has become more active in improving sanitation, hygiene and even agricultural productivity. The project has utilized the junior high school in the village as a community educational Centre for experimentation and extension.
- c) The National Development Service scheme. Students at the Masters degree level serve in rural areas for a period of ten months as a requirement of the degree level course. These students, besides participating in rural level development activities, also engage in educational activities such as taking classes in school and operating the adult education programme. This provides the students with practical experiences during the course of their stay and at the same time helps enrich the university programme with the feedback received from students. Besides, the community has the benefits of their services as change agents for social development. Through this scheme the higher education institutions and the community have been brought closer than ever before.

Problems and constraints

a) **Constraints on resources.** Since the programme is basically quality-oriented, its quantitative growth is likely to be slow. With about 250 centres this year, it seeks to give functional skills to about 12,000 adults. This figure, when measured against the approximate 80 per cent of the population which is illiterate is only marginal. If extensive coverage to this programme is given, then there would be immediate problems of finance and personnel which would be very difficult to solve.

b) **Lack of effective co-ordination.** The problem of co-ordination among the various agencies which operate occupational and other skills development training is yet to be resolved. A high-level coordination committee headed by a member of the National Planning Commission exists but it has yet to function effectively, to organize all these programmes so as to avoid overlapping or duplication.

SECTION II: POLICIES AND STRATEGIES IN THE PREPARATION OF TEACHERS AND OTHER EDUCATIONAL PERSONNEL.

Preparation of primary level teachers

Current status of teacher supply. The National Education System Plan (1971-76) stipulated the teacher requirement in a primary school as follows:

Post	Number	Minimum qualification
Headmaster	1	S.L.C. or equivalent, plus training
Teacher	3	S.L.C. or equivalent.

The current average supply of 2.5 teachers per school falls far short of the proposed norm of four teachers per school. Obviously, a three-grade primary school needs to have three teachers to effectively run it. However, even this figure is yet to be achieved. Furthermore, the present staffing ratio conceals the wide variations between individual schools. In 1975, out of the total of 8,314 primary schools, about 1,400 of them had only one teacher. The present policy of the government to supply a minimum of two teachers will help improve the situation, but when considered from the point of view of teacher availability, it may take some years to materialize.

Sources of teacher supply. Since the minimum qualification required for primary teachers is stipulated as a S.L.C. pass, obviously the 590 secondary schools are the main source of supply of primary teachers. However at present, over 70 per cent of the S.L.C. graduates go in for higher education. So the number left behind (excluding those who avail themselves of other employment opportunities) is hardly adequate to meet the requirements of the schools. Consequently underqualified teachers fill a considerable number of posts in the schools.

If secondary schools are the principal source for qualified primary teachers, then the Institute of Education under the Tribhuvan University is the agency which assumes the exclusive responsibility of providing them with pedagogical training. With 13 campuses located in different parts of the country, the Institute organizes both on and off-the-campus programmes for training primary teachers.

Training opportunities at primary level. To be a certificated teacher at primary level, one has to undertake a ten-month course organized by the Institute of Education (IOE). According to data for 1977, about 38 per cent of teachers at primary level have been trained. This figure is four per cent lower than that for 1975. This, of course, is largely the consequence of a sharp growth in primary enrolment which resulted in corresponding increase in teacher personnel. However, the present teacher training opportunities do not seem to match the growth in teacher appointments.

Against this background, policies regarding the supply and training of primary teachers are laid down along the following lines:

Policies

- It will gradually be made compulsory for each school to have trained teachers;
- The teacher training programmes will be adjusted to the requirements of the national situation;
- Efforts to improve teacher service conditions will be continued;
- About 7,000 people will be given primary level training opportunities during the plan period 1975-80.

Strategies

Towards the achievement of the above policy objectives, the following strategies were worked out:

- Develop and extend alternative teacher training programme packages;
- Strengthen the present sources of teacher supply;
- Allot admission quotas to the IOE campus on a district basis to ensure the districts an equitable distribution of teacher training opportunities;
- Explore further incentives for teachers within the limits of available resources.

The teacher education programme

1. **Campus-based programmes.** The Institute of Education has some 13 campuses spread across the country. Its annual intake at the primary level is around 1,500. The campus-bound programmes provide for both in-service and pre-service training courses while off-campus programmes are meant only for in-service teachers.

2. **Other approaches to teacher training.** Besides the campus-bound programmes, the IOE is applying a number of approaches in training primary teachers, some of which are briefly described below:

a) **On-the-spot training.** This training is organized at such places where some 25 to 30 in-service teachers can be brought together to attend morning or evening courses, thereby releasing them for duties during school hours. Obviously, such centres are set up within walking distance for the trainees and clearly, urban areas are the obvious choice. The courses are so organized that during morning hours, the teachers are provided with a theoretical background while during their school hours, they try to put them into practice. So the theoretical instruction and practical training take place simultaneously. Normally three instructors handle these training programmes. Locally available trained teachers or supervisors are also hired by the IOE to run the programme. The course lasts for a period of seven months.

b) **Distance learning teacher training programme.** Given the limited capacity of the campus to deal with the swelling number of untrained teachers, innovative approaches in the organization of training programmes need to be adopted in order to increase the percentage of trained teachers. The distance learning programme is one such approach. Under this programme, in-service teachers within an area are brought together and given about a fortnight's orientation in the use of self-learning materials which are delivered to them by the Institute. The course is rounded off with a two-month contact session, normally organized during vacations. The course is given in two segments, each of five months' duration. The programme, which is in the third year of its operation, has been started in about 11 districts and over 300 teachers have taken advantage of it.

Both these programmes have the obvious advantage of being economical. They also help those teachers whose family responsibilities cannot permit them to leave their homes for as long a period as ten months. And finally, the problem of finding substitute teachers in their places while they are away on training courses does not arise.

c) **Equal access of women to education programme.** A reference to this was made earlier. The main purpose behind the organization of this programme is to promote girls' education by bringing more women in to teaching. It is a strategy aimed at effecting changes in social attitudes which at present are hedged by many inhibitions. Under the programme, girls with a S.L.C or even an eighth grade pass are given a ten-month long training on the completion of which they are appointed as primary teachers, preferably in their home districts. If it so happens that even eighth-grade girls are not available from a district, then girls with even lower qualifications are given the opportunity for upgrading their qualification followed by the 10-month long training.

The trainees are normally selected from deprived and disadvantaged regions or social groups. All the trainees receive stipends adequate enough for their maintenance. Three such training centres have thus far been established. A total of 579 girls have graduated from these centres and around 175 are at present enrolled in the three centres.

The present programme envisages the opening of two more centres with a total intake capacity of 400 students. At each of these centres, hostel facilities are to be provided. One of the centres already has a 100-bed hostel constructed with UNICEF support. Besides hostel facilities, UNICEF provides stipends, uniforms, games and sports wares, travel allowances, and also arranges educational tools and seminars and workshops for those who have graduated and are working in schools.

Table 6. Female teachers

Year	Primary			Lower secondary			Secondary		
	Total	Females		Total	Females		Total	Females	
		Number	Percentage		Number	Percentage		Number	Percentage
1972	20,467	830	4.0	3,349	195	5.8	2,825	188	6.6
1977	23,395	1,860	8.0	8,774	740	8.4	3,665	386	10.5

d) **Remote area teacher training programme.** As pointed out before, in hill and mountain area schools a large number of teachers are still underqualified. Added to the problem of training them is the job of upgrading their qualifications. So with the support of UNICEF, a training centre has been established in one of the remote districts under the aegis of the IOE. Here, underqualified and untrained teachers are brought for a period of three years. The centre was established in 1973 and about 40 teachers have been turned out every year since 1976. At the moment, about 150 teacher trainees are enrolled in this programme. All trainees are provided with stipends to cover their living costs.

e) **Teacher training through radio.** At the moment, the use of radio in education is very limited in nature and scope. A half-hour programme is broadcast over radio eight times a week, to help teachers in the teaching of language, science (for lower secondary only) and social studies. UNICEF is assisting with the distribution of radio sets and the supply of equipment and materials needed for the production of the programmes. At present, no arrangement has been made to provide certification through these programmes. But with USAID support, it is planned to provide various courses through radio and a separate office in IOE is already set up to implement them. It is planned to train about 2,500 teachers annually under this scheme. This programme will hopefully boost the lagging percentage of trained teachers at the primary level.

f) **A field-oriented sequence in the primary teacher training programme.** Innovative efforts are also being made to develop ingenuity in the teacher education programme to meet the real needs of the situation in Nepal. For this purpose, a field-oriented sequence in the primary teacher training programme was proposed in 1974 to be implemented into a sequence of four phases: the background research phase; the programme development, implementation and evaluation phase; the follow-up phase; and the revision and re-implementation phase. This action research has already been implemented in two places — one regular campus and an on-the-spot training centre. The results so far look very encouraging.

3. **Short term training.** Recognizing the need for providing training on a continuing basis all district Education Offices organize a week-long training workshop on subject and general teaching. Areas covered include preparation and use of materials, evaluation techniques, teaching methods and techniques and so on. The district level supervisors with the support of local experienced teachers organize such workshops. Technical support is provided by the supervisors at the regional level.

4. **Training incentives.** It was mentioned earlier that secondary schools are the teacher supply sources, while the IOE is responsible for their professional training. During

the course of the training all teachers receive stipends equivalent to their salary for the entire training period. As regards stipends for trainees enrolled in pre-service courses, Rs. 150 per month is provided for 30 per cent of the total enrolment. A teacher on completion of training is automatically entitled to higher salary scales.

5. Teacher service conditions. In order to ensure a fair selection in recruitment, a District Education Service Commission consisting of three members is set up in each district, with the chief district officer as chairman. It conducts both written and oral tests before making a final selection. Only on the recommendation of this commission does the district education officer appoint a teacher. Starting from the current fiscal year, a teacher will be provided pension benefits on retirement. The salary and pension costs are all borne by the government. Promising teachers are rewarded with promotion to headmaster or primary supervisor.

Training of other educational personnel

a) **Curriculum and instructional material specialist.** The Centre for Curriculum and Supervision Development has a pool of 30 curriculum specialists who are responsible for curriculum development activities at the school level. These specialists plan, draft, develop and improve curricula in the various subject areas of school education. Recognizing the need for continuous improvement of the curriculum to keep it in line with changing needs, from time to time these specialists bring together teachers and experts in a seminar or workshop, and discuss curricular problems. This kind of get-together provides useful feed back for the curriculum revision process.

No in-country programme to train curriculum and instructional material specialists on a regular basis is available. However, regional and national workshops organized with the support of Unesco have proved quite fruitful. National workshops on curriculum development and a recently organized sub-regional workshop on educational technology are some examples.

b) **School supervisors.** To provide technical support to primary teachers, a supervisor for every 30 primary schools in the hill areas and 40 in other areas has been provided for, amounting to 327 supervisors in all. These supervisors are required to spend most of each month in the area under their jurisdiction, except for a brief period of about a week in the district headquarters, when they plan and discuss their visits for the next month with the district education officer. They also help organize short training courses at the district level.

As regards training and experience, the supervisors are generally selected from qualified and experienced lower secondary teachers. In order to enable them to function effectively in their roles, a three-month training course on supervision is organized for them under the aegis of IOE. Some of them, particularly those with a good performance record, are rewarded with overseas training opportunities. UNICEF/Unesco has also been supporting a fortnight-long workshop for these supervisors, which has successfully enhanced their supervisory skills.

c) **Training of teacher educators, planners and administrators.** As regards other educational personnel such as teacher educators, educational planners and administrators, although some have received overseas training in their respective fields, there are, in fact, no such training courses available in Nepal. However, invaluable help is extended by Unesco in this regard. National advanced-level workshops for teacher educators organized with the help of APEID have contributed significantly by exposing teacher educators to new ideas and skills. Similarly, the distance teaching courses on educational planning and administration organized by the Unesco Regional Office, Bangkok have also gone a long way in filling this gap in the national training programme.

Problems and constraints

a) **The swelling ranks of untrained and underqualified teachers.** The sharp growth of enrolment after 1975 has also raised the numbers of underqualified and untrained teachers. Given the IOE's annual intake capacity of about 1,400 primary teachers on both pre-service and in-service courses (the total capacity for all levels of teachers is over 4,000), the backlog of untrained primary teachers is in fact increasing every year. The number of underqualified teachers had reached a level of 62 per cent in 1977.

b) **The problem of teacher supply in remote areas.** Because of a short supply of qualified teachers for the hill and mountain districts, every year underqualified teachers are filling the vacant positions in primary schools. This creates the double problem of poor quality instruction at this level, plus the need to upgrade the teachers' qualification. As mentioned before, at the moment there is only one centre in a remote district of the kingdom available for such upgrading courses. If more such centres do not appear, the problem will grow worse.

c) **Evaluation of approaches in the training programme.** As referred to earlier, diverse approaches have been adopted in the training of primary teachers. What is not known is the degree of effectiveness of such approaches and hence teacher training courses need to be evaluated.

d) **The short supply of specialized instructors in the IOE.** Given the size of the task of upgrading untrained teachers (about 60 per cent, including all levels) the available physical and human resources are not adequate to effectively cope with it. Serious consideration of ways to improve the situation is needed.

e) **The lack of intensive training in adult teaching.** Lately, training workshops lasting about two weeks have been started. These should have some aspects of adult teaching built into their formal training courses.

f) **The lack of training opportunities for other personnel.** In point of fact, no in-country training programme at the moment is available either for education specialists or administrators. To a degree, this has also been a handicap in the overall development process of education.

SECTION III: GENERAL GUIDELINES AND RECOMMENDATIONS

The preceding two sections were devoted to interrelated aspects of mass education. What follows are recommendations on the training of educational personnel.

Teacher preparation

The rapidly rising enrolment consequent upon the introduction of free education has put considerable pressures on the teacher supply. Further, in the context of the changing social, cultural and economic development process, the current responsibilities of teachers extend far beyond their traditional roles. In view of all this, the following recommendations are proposed:

1. **Equitable distribution of the present teacher stock.** It is reported that some primary school have more teachers than is necessary, while others have less than the required number of teachers. So efforts should be made to adjust this imbalance in teacher distribution at the school level.

2. **Boost needed for secondary schools in mountainous areas.** In order to ensure an adequate supply of SLC graduates for appointment as primary teachers, the present low output rate of the secondary schools needs to be improved. To improve the teacher supply situation in hill and mountain areas, the secondary schools in these areas need boosting so that more SLC graduates become available for training as teachers.

3. **Higher education entry should strictly follow manpower requirements.** Higher

education admissions should be strictly regulated on the basis of manpower requirements, so that those who do not get entry could be made available for teaching. However, incentives should be explored, such as preference for entry to higher education given to those who serve as primary teachers, and better salaries for them.

4. **Multigrade teaching.** Given the low enrolment in schools in mountain areas, single teacher schools will be a reality for some years. Under these circumstances, teachers in such schools should be provided training in multigrade teaching, which at the moment is not available.

5. **Expansion of the distance learning programme.** Considering the limited capacity of the IOE and the shortage of specialized educators with the institute, this seems to be a very viable programme deserving all support and encouragement. However, care should be taken to ensure that the quality of the education is not diluted in the process.

6. **Equal access of women to the education programme.** The present training programme has the right approach, as it aims at supplying more female teachers in schools. The current effort to establish five training centres is commendable and should be expanded further. But greater attention should be devoted to attracting girls from those social groups which hold very conservative views on girls' education.

7. **Development of vocational secondary schools as sources of qualified and trained teachers.** Vocational secondary schools (offering education as a vocational subject) could prove a potential source of primary school teachers, if their courses are revised to include teaching practice and the subject is offered in more such schools. To encourage students' participation in the course, provision for scholarships should be made, particularly for girls. The award of scholarships would be subject to the students' willingness to serve as primary teachers for a stipulated period of time after the completion of the course.

8. **Vacation courses for under-qualified teachers.** There are a large number of teachers with passes at eighth grade or lower. In order to upgrade their qualifications, secondary schools should organize vacation courses for them. The secondary school supervisors could also be drawn on for support. The aim should be to enable them to take the SLC examination either on a partial or on an all-subject basis, as it suits them. At the moment it is an exclusive privilege for teachers to appear at the SLC examination even on a partial basis.

9. **Introduction of the concept of primary school districts for training purposes.** Secondary schools with qualified and experienced teachers could help in improving the quality of instruction at the primary level, by supervising the school activities and providing short-term training courses to primary school teachers, within an area defined as under their jurisdiction. If proper support and incentives were given, each secondary school could organize courses for primary teachers of a defined area, and also arrange for visits to schools and a discussion with teachers about ways to improve the level of instruction. This would strengthen the links between the schools within the area, and also encourage them to co-operate in developing programmes of interest to both school and community and implementing them to their mutual benefit.

10. **Further facilities for teachers.** Another cause of the swelling ranks of untrained teachers is high staff turnover. To keep this to a minimum, obviously teachers need to be provided with facilities equal to, if not more than, those of their counterparts in other professions. To take a case in point, local allowances in addition to salary are provided to government employees in over 50 districts, while for teachers this is limited to only 18 remote districts. So in order to attract and retain SLC graduates from the Terai to the primary schools in hill and mountain areas, such local allowances for teachers should be provided in the remaining hill districts as well. There are several other instances of disparities in the perquisites for teachers and other professions. Besides social recognition, the status of teachers needs to be augmented.

11. **Revision of the present curriculum of the teacher education programme.** In view of the need for multigrade teaching, team teaching, education for rural development, adult teaching and so on, the present teacher education curriculum needs thorough and careful

re-examination. The teacher education courses should emphasize teaching competency in both instructional and non-instructional activities in the new context of education for rural development.

12. **Redistribution in the enrolment pattern of the teacher training programme.** At present the division of teachers is 66 per cent at the primary level, 24 per cent at lower secondary and 10 per cent at secondary. But enrolments in the teacher training programme are split as follows: 33 per cent for primary, 39 per cent for lower secondary and 28 per cent for the secondary level. This imbalance in job requirements and the IOE intake needs to be rectified.

13. **Improvement of research facilities.** Some teacher educators, with the talent and zeal to undertake research, have been hampered by the lack of adequate incentives and facilities. Research facilities need to be provided on each campus and teacher educators progressively encouraged to involve themselves in research projects. Among other things, research activities should focus on the development of low-cost instructional materials.

Preparation of other personnel

1. **Priority to local people in the appointment of adult educators.** As far as possible, qualified but unemployed local youths should be given priority for appointment as adult educators. This will help in two ways. First, local teachers who are already burdened with double shift duties will be relieved of the responsibility of teaching adult classes as well. Second, this will provide an opportunity for unemployed young people to engage in useful activities. Training opportunities should be made available to them and adult education supervisors should be appointed at the district level to provide technical support.

2. **Provision of training for teacher educators, educational planners and administrators.** In view of the different types of training programmes, including teaching by radio, the educators and specialists involved in the production of instructional materials and in delivering them to the target groups need further training in order to give them a sound knowledge and skill base in their respective areas.

In the process of development, the roles of educational administrators and planners are equally important. But no opportunity within the country is available to enhance their skills and competencies. In-country courses for such people should be organized.

3. **Promotion of inter-project visits.** The international agencies should further strengthen the links between similar projects in different countries, through an inter-project visitation programme. The information-flow on different projects should also be stepped up. This will help towards improvement of project activities.

4. **Radio Education and Unesco/ACEID support.** As mentioned earlier, teacher training through radio is soon to be undertaken under a USAID agreement with the government. To strengthen the programme, the possibility of ACEID support in training, and a special technical assistance programme, with an awareness of the need and potential of educational technology may be explored.

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PAKISTAN

Preparation of educational personnel with reference to the universalization of education

by Mohammad Rawal Variyamani

Introduction

Education policies and programmes in Pakistan attach significant importance to the promotion of universalizing education. With different connotations in policy documents, over the period of time, the basic theme of school youth, adults, etc., has received proportional weightage.

In formulating recommendations in this paper, only salient features of shareable experiences among member countries have been touched.

The present paper presents the following:

- I. Development of national policies, concerning universalization of education.
- II. Analysis of the current policies and strategies for the training of educational personnel to achieve universal education.
- III. Guidelines and recommendation for training educational personnel to achieve universalization of education.

SECTION I: DEVELOPMENT OF NATIONAL POLICIES CONCERNING UNIVERSALIZATION OF EDUCATION

Review of previous policies

1. **Education conferences (1947).** With the gaining of independence, Pakistan met with a number of big problems. In education the most pressing need was to devise a system to develop the concept of a Pakistani nation in the light of the ideology of Pakistan, the tenets of Islam and the educational thought of the Founder of Pakistan Qaid-e-Azam Mohd Ali Jinnah and Allama Mohammad Iqbal the national poet. This remains to be the cardinal principle of our educational endeavour and has been enshrined in the 1973 Constitution of Pakistan: "The Constitution of the Islamic State of Pakistan (1973) requires the State to take steps to enable the Muslims of Pakistan individually and collectively to order their lives in accordance with the Holy Quran and 'Sunnah' and to endeavour as respects the Muslims of Pakistan." The institutions had to be restructured and supervisory and staffing positions needed re-orientation which necessitated substantial financial commitment.

The position regarding the number of institutions, enrolment and public expenditure from 1948 to 1949 is given below:

Number of institutions	Enrolment	Public Expenditure
Primary	38,122	3,643,000
Secondary	6,275	916,000
Teacher Training	125	6,145

There were 125 primary teacher training institutions, with an annual intake of 6,145, and 11 secondary teacher training institutions, with an annual intake of 785. The number of trained primary and secondary teachers was 175,000 and 35,000 respectively, and total

expenditure on the education sector was 5.3 per cent of the total revenue expenditure.

Perusal of the above figures shows that universalization of education was a difficult task. The recommendations of the First Education Conference (1947) regarding free and compulsory primary education for a period of five years, later rising to eight years, could be implemented only in part. Education for five years could not be made compulsory due to lack of resources. It was, however, made free.

Education was a provincial responsibility and the role of the central government was to co-ordinate educational policies, and provide guidance and stimulation in educational planning and development.

2. **First Five-Year Plan (1955-60).** Universal free primary education was the goal of national planning during the first plan. To achieve the objective, the first priority was to obtain maximum results from the use of the few available resources, the second was to ensure integration of educational policies and planning with the general developmental plan, and the third was to achieve a balance within the educational planning itself. Priorities within education were determined as below:

- a) Staffing of institutions and arranging training of teachers;
- b) Making qualified personnel available for technical, vocational and commercial education;
- c) Provision of equipment, laboratories and buildings, so that suitable personnel for responsible positions in national life could be made available and
- d) Bringing existing schools up to an adequate standard and opening new schools in relatively backward areas.

3. **Second Five Year Plan (1960-65).** The second plan recognized the fact that the allocation of funds had to be substantially increased in the belief that rapid acquisition of knowledge was of fundamental importance to the future of the country. It further admitted that more funds would have been made available had the resources so permitted and if the supply of trained teachers had not been so limited and the time required to train them not been so long.

The Plan agreed in principle that preservation of the national ideals and aspirations of the people would be possible through education alone. The ideals set by Islam and the national goals could only be achieved by continuous education. Without proper education an individual can neither understand Islam nor apply its principles in real life, nor can he provide the desired level of leadership to the community of which he is a part. He needs to acquire knowledge and insight into real life problems which he would be required to solve individually or collectively. Thus education of every member of the community was considered essential by the policy makers who prepared the second five year plan.

Universal literacy was considered a most important goal, but this goal was dependent upon resources available. In the face of other urgent problems, which demanded more attention, the priority of achieving universal literacy was sacrificed. Technical and vocational education and specialized training took priority over universal literacy. The universalization of education through literacy campaigns was therefore made a function of the social welfare departments.

4. **Commission on National Education (1959).** However, some steps were taken to substantiate the formal programmes of primary, secondary and teacher education, with a compulsory schooling and literacy programme. The Commission on National Education formulated the following recommendations in this regard:

- a) Compulsory schooling for the age group 6 to 11 within a period of 10 years and schooling for the age group 11 to 14 within another five years; and
- b) Development of a literate population as an immediate primary objective of adult education.

These recommendations of the Commission were carried through during the

preparation of the Second Plan along with other recommendations to produce competent, imaginative and dedicated teachers for primary, secondary and adult education programmes.

c) **Adult literacy**

Adult education was made one of the activities of the village aid workers, who were trained to carry out rural development work. Adult literacy had been initiated in the first five-year plan with the help of a production unit of 300 adult education workers. These workers were trained for six months in the techniques of teaching illiterates. The village aid programme has since been discontinued. In its place the Integrated Rural Development Programme Organization is carrying on with non-formal and continuing education.

5. **Third Five-Year Plan (1967-70).** The third five-year plan gave greater recognition to education. It was conceived as a vital national element needing the maximum possible attention for the socio-economic growth of the country. The strategy of the third plan was directed towards balanced and integrated development at all levels of education. The key note of this plan was to improve the quality of education and to widen the base of primary education. Recommendations of the Commission on National Education were taken into consideration while the second and third five-year plans were prepared.

The expansion of primary education, it was realized, was dependent upon:

- a) Prevention of drop-outs;
- b) Supply of better qualified teachers and better facilities in large numbers; and
- c) Making the schools more attractive to the children.

An increase in the enrolment at the primary level with a view to universalizing primary education as early as possible was taken into consideration. It was desired in the plan to enrol about 75 to 85 per cent of children in the first grade, which was a challenge to the provincial and local authorities co-ordinating primary education at their own levels.

The third plan envisaged the number of teachers doubling over that in 1965, i.e. during the second five-year.

Realizing that adult illiteracy had to be reduced in order to achieve appropriate economic and social progress, some intensive adult education projects were proposed. They were adopted following the recommendations of the national study.

6. **National Study Group (1964).** On the suggestion of Unesco, the Ministry of Education created a study group on adult literacy in Pakistan. The report was prepared for the purpose of eradicating illiteracy, in line with government policies.

In the spirit of the 'World Campaign for Universal Literacy', a document was prepared by Unesco at the invitation of the United Nations General Assembly. Adult literacy was considered to be a step towards adult education, both general and vocational and hence a need of every citizen. It was suggested that adult literacy motivation campaigns be launched, and various pilot projects relating to content, teacher training, materials and teaching aids, use of mass media and follow-up programmes were recommended for the following four different areas: highly industrial; advanced rural; general rural; and mixed urban and rural.

Project formulation was carried out by the study group. Departments of the provincial government, such as Basic Democracy, Health, Radio and Television, Social Welfare, and Agriculture were associated with the adult literacy and adult education programme. However, the various recommendations of different research organizations revealed that adult education suffered from lack of appropriate teaching materials and of the proper infrastructure to supervise the programme. It also suffered from a lack of teacher preparation and a shortage of personnel.

7. **Development of education from 1971 to 1978.** Education was made free up to the fifth grade of primary education from October 1972. More schools, colleges, universi-

ties were opened. In order to train teachers, existing teacher training institutions were re-organized and new additional colleges were opened. Institutional arrangements, however limited, were revitalized to handle the administration and supervision of educational programmes at the required levels. The need was felt to create and strengthen institutions at all levels, in order to implement policies envisaged in the Annual Development Plan, 1971-72.

To promote functional literacy in the masses and to provide educational opportunities to drop-outs, to those in the services or doing business, Allama Iqbal Open University was established in Islamabad. This University has trained so far more than 4000 teachers at various levels in the formal and non-formal systems, by offering sandwich and regular correspondence and refresher courses.

Development of curricula and textbooks is on the concurrent list of the 1973 constitution of Pakistan and is carried out by the Curriculum Division of the Federal Ministry of Education, in close collaboration with the provincial governments. Curriculum bureaux and textbook boards were further strengthened to prepare new curricula and textbooks under the overall supervision of the Material Bureau of Curricula and Textbooks, which is an integral part of the Federal Ministry of Education.

The Formal Sector

During 1971-72 implementation was only sixty per cent successful, but it should be noted that the allocation for education development was reduced to Rs. 121.82 million, as against the Rs. 187.07 million originally earmarked.

For the year 1972-73 implementation of the development programmes was 81 per cent successful. Expenditure was mostly related to construction work and expansion of existing facilities. The initial allocation was Rs. 310.25 million, which was adjusted due to the flood situation in the country. Damage suffered by the economy stood at Rs. 299.10 million.

During the year 1974-75 a sum of Rs. 510 million was allocated for education and training, and this was completely utilized. But, due to a steep rise in prices, the number of facilities planned for could not be completed.

The Non-formal Sector

Progress in the adult education programme was uneven. A corps of 6000 volunteers under the "Sipah-e-Khidmat" scheme was recruited and were given a six-week training course in adult education in Punjab Province. About 2250 workers known as "Dehi Kar-kun" were also attached to this establishment. In 8000 adult education Centres, about 200,000 adults benefited from this programme.

In Sind, 300 male and female literacy instructors and adult education teachers were trained. During the year 1974-75, 26,319 primary teachers and 1,725 secondary teachers undertook in-service training. As a result of increased investment in educational development projects the participation of boys and girls at the primary stage increased at the rate of 2 per cent. For universalizing education this rate of participation was considered low in comparison to the expenditure incurred. It was realized that universalization of education, for boys by 1979 and for girls by 1984, would be difficult. However, about 55,000 primary school teachers would be given training and 1,000 master teacher trainers prepared to accelerate the teacher training programmes.

Present policy

In October 1977, the Ministry of Education organized a National Educational Conference to take stock of the situation, to identify the problems and make recommendations

to bring Pakistan's system of education in line with the nation's ideology and the tenets of Islam. Following the recommendations of the conference, the Ministry of Education has formulated the current National Education Policy. Some of the salient features are as under:

1. Mosque schools. The mosque has traditionally been a centre of learning in a Muslim society. It is an institution which the community owns, supports and in which it reposes faith and confidence. Generally, both boys and girls go there to study the Holy Quran and Islamiyat.

The mosque is a living institution. All the villages in the country have mosques which are usually of brick construction and large enough to run a village primary school. They are usually well provided for, having the normal facilities required for a village primary school, namely, covered room space, floor mats, an almirah and drinking water. In short, they are ideal for use as primary schools.

The village mosques are usually empty between the morning and mid-day prayers and thus can be conveniently utilized for running a primary school in the morning. The time available between mid-day and afternoon prayers and after night prayers can be utilized for providing short literacy courses for out-of-school youth and adults.

About 5000 mosque schools will be opened during the fifth plan. These schools are to be opened especially in backward areas and in places where no primary schools exist. A few mosque schools have been established by the federal government as models, and the provincial governments will follow the pattern. Identification of places where such schools will be established will be the function of the provincial education departments.

2. Mohallah schools. Besides the mosques, there is another institution which, although neglected in the past, continues to survive. This is the Mohallah, where educated women who are observing purdah teach young girls the Holy Quran and the way of Islam, and home management skills such as embroidery. Mahallah schools are functioning in most villages and urban areas. An elderly lady generally organizes such classes in her own home.

It is felt that the government's plans for universalizing education among the rural female population can be strengthened by utilizing the potential existing in these schools. The schools will be used to help obtain adult literacy among females of the community. They will be integrated into the formal system, so that girls desiring to study further shall have the opportunity for formal schooling in the secondary schools. Supervision of the Mohallah schools will be entrusted to the existing staff.

Emphasis will be on girls of school-going age. However, older girls can also be accommodated to undergo literacy training, with the lady in charge of the Mohallah school being paid Rs. 150. per month.

There may be teaching centres in the communities where no primary schools exist or these may be places in the mohallahs, where the Holy Quran is being taught. They will have to be adequately surveyed to understand the nature, need and significance of mohallah schools so as to seek their co-operation.

3. Madrasah education. Two parallel systems of education are prevalent in the country. Madrasahs, Maktabas and Durul-Ulooms aim at the dissemination of Islam, mainly through study of the Quran, Hadith and Tafsir. These institutions have immensely contributed to the growth of education at all times, and it is unfortunate that proper efforts were never made to make use of their potential. It has now been ensured that full government recognition will be given to these institutions. All the facilities and concessions which are otherwise available to the students of other institutions will be extended to the pupils of Marasahs, Maktabas and Darul-Ulooms.

General policy recommendations

Policy statements of the national educational programmes are as follows:

1. All boys of five years of age will be enrolled in schools by 1982, and girls of the same age by 1987.
2. Thirteen thousand primary schools will be opened and seventeen thousand existing primary schools will be renovated and expanded.
3. One thousand village workshop schools will be established in the country to train out-of-school youth for early employment.
4. Six thousand residential units will be constructed for the primary teachers in rural areas, particularly for female teachers.
5. A National Council of Adult Education will be established with its nucleus at Allama Iqbal Open University, in order to supervise and co-ordinate activities relating to adult literacy programmes in the country.
6. Special arrangements will be made for the education, training and rehabilitation of handicapped and retarded children.
7. In order to ensure the citizen's involvement in development work, a comprehensive programme of citizen education will be launched through radio, television, cinema, newspapers and the mosques.
8. A National Centre for Science Education will be established to improve science teaching and to popularize science and technology among the masses.
9. Occupational and vocational skill schools will be established throughout the country, to cater for the out-of-school population and drop-outs.
10. A strong motivational campaign will be launched to increase awareness of the ideology of Pakistan among students and teachers.
11. The number of scholarships for students of all levels will be doubled.
12. Educational programmes on radio and television will be accorded due priority.
13. A National Teacher Training College will be established for the teachers of technical and vocational institutes.
14. All teachers will undergo at least one in-service training course once in every five years.
15. All primary teacher training institutions will be upgraded to the status of colleges of elementary teachers.
16. District school education authorities with sufficient powers and funds will be constituted in every district to oversee and administer school education.
17. Opportunities for promotion will be given to primary school teachers.
18. Funds saved by the provinces on account of federal funding of the universities will be diverted to primary education in the provinces.
19. The criteria for selection of teachers will be reviewed, to ensure their commitment to the ideology of Pakistan.
20. A comprehensive system of accountability and evaluation of teachers and administrators will be introduced to ensure an effective teaching/learning environment and institutional discipline.
21. Awards for outstanding teachers and students will be introduced to provide incentives for creative and innovative work.

SECTION II: ANALYSIS OF THE CURRENT POLICIES AND STRATEGIES FOR PREPARATION OF EDUCATIONAL PERSONNEL

Problems in the Past

As indicated in the preceding pages, the universalization of education has been the goal of education policies for a long time. With independence, education policies were designed to meet immediate problems, which were related to reorganizing formal structures, consolidation and staffing. Emphasis was still laid on formal education, with the idea that this would gradually meet the aim of universalizing education. However, the inadequacy of the financial allocation to the education sector in the national plans and the various categories of education made it more difficult to realize the aim. The transferability of funds from one sector of education to another was an additional problem. A high proportion of educational funds was spent on higher education, consolidation, equipment, laboratories and other developmental activities. Other problems were the lack of effective implementation units, social and geographical disparities, low economic growth, imbalance between general and technical education, and lack of adequate co-ordination with other sectors of the national programme, such as social welfare, population planning, health and the integrated rural development programme.

Training of Personnel

Training of educational personnel in the past mainly concerned the formal education of teachers, through formal and in-service programmes. A re-organization of the educational administration, changes in the curricula and a new definition of teachers' roles were introduced to realize national goals under the formal system of education.

Provision of condensed training for adults and out-of-school youth was an integral part of the institutional arrangements. Early drop-outs were followed up to identify the reasons why they had stopped and to build appropriate structures to check the drop-out rate and to provide out-of-school education.

Basic studies are therefore being conducted on pilot programmes to give a permanent structure to the adult education programme, out-of-school education, and other aspects of informal education. The unattractive salary structure, traditional recruitment rules and lack of worthwhile incentives are additional factors hindering the adult education programme. Some aspects of the training of educational personnel to realize the goal of universalization of education are mentioned as under:

Teacher education

The teacher is the centre of the entire educational system. Effective teaching demands that, besides possessing adequate knowledge of the subject matter and the techniques of teaching, the teacher must also exhibit full commitment to the ideology of Pakistan. In order to ensure continuous professional growth, from time to time all teachers are required to undertake especially designed in-service training courses.

There are three formal structures for imparting training to teachers in the country:

- a) Primary teachers having a matriculation certificate as minimum qualification are enrolled in normal school and primary school teacher training colleges for the primary teachers' certificate. Primary teachers with intermediate education (higher secondary) certificates are given C.T. Certificates;
- b) Secondary school teachers are trained in the colleges of education and institutes of education and research functioning under the universities. They receive a B.Ed. after graduation. With a B. Ed. degree they can go on to get a M.Ed. after one year;
- c) There is a network of provincial education extension centres in the country. Working teachers are trained in modern methodology and teaching techniques and intro-

duced to changes in course content and innovations in education, through workshops, seminars and short-term refresher courses.

In addition to these provincial education extension centres, the Federal Ministry of Education has also established one college of education and one institute of education under the Curriculum Wing to conduct various short-term courses. The aim is to produce master trainers and to project a common understanding of the innovations which the Ministry of Education plans to introduce.

Pakistan has reached the stage where a large number of potential teachers not in service, undertake training on their own at the pre-service level. In order to strengthen the pre-service programme, education as a subject is included in the syllabi of higher secondary degree and post degree levels. Courses offered include a B.A. with education as a subject, a B.M. (Hons) and a M.A. in education. Older teachers who have not matriculated have also been given training in a phased programme. With one year of training they get a junior vernacular certificate, and with two years of training a senior vernacular certificate entitled for JV. This course is being phased out as new conditions for recruitment are brought in.

Elementary teacher curricula

The development and construction of curricula are the responsibility of the Curriculum Wing of the Ministry of Education and are formulated in close collaboration with the curriculum centres in the provinces, teacher training institutions and other relevant agencies. Schemes of studies for pre-service and in-service elementary teachers (Structure of the Revised PTC/CT courses) are provided at the end of this chapter.

Teacher and community development. For example, a course in school and community development has been added to teacher education at the CT level to provide basic ideas and partial information related to school as a social institution and its role in community/national development and also to equip the students with necessary skills and attitudes for participation in development activities.

National teaching kits

1. **Curricula for primary schools.** In order to enrich the curricula, the Curriculum Wing of the Ministry of Education has developed a comprehensive teaching kit project, through which all the 60,000 primary schools of Pakistan have been provided with teaching kits for the improvement of primary education. UNICEF has provided a generous initial grant amounting to 2.5 million rupees to assist the Ministry of Education in its efforts towards the improvement of quality of education at the primary level during the first phase of the project. In order to supply teaching kits to all the primary schools of the country a project estimated at a cost of Rs. 4.00 crores has recently been approved by the government and is now under active implementation at the National Educational Equipment Centre, Lahore.

This scheme envisages the provision of teaching kits consisting of instructional materials covering a wide range of school subjects, particularly Science, Mathematics, Social Studies and Languages. Included are tools and instruments which will help teachers to produce inexpensive instructional aids using indigenous materials.

The kit also includes a teacher's manual to guide the teachers. This manual consists of investigations children may make, instructional materials needed for such investigations, approaches to conducting the investigation activities, suggestions for teachers, and further suggested activities for bright students.

The development of this teaching kit is a unique experiment for Pakistan to introduce innovations at the primary level of education. It was felt that through the introduction of this innovation at the primary level, systematic interest will be developed in the education system to generate further innovations at the second and third levels of education in Pakistan. A new curriculum for the primary classes has already been developed and introduced

in the country. The development of appropriate equipment and other instructional aids has to be integrated with the new curriculum, if it is to be meaningful and purposeful. It was, therefore, felt necessary that the mass-production and distribution of teaching kits be taken up at the national level to help the learners to develop their potential through observation, exploration and understanding of the natural phenomena by using open inquiry and do-it-yourself — type activities.

2. Teacher training

- a) In-service training of master teacher trainers. As soon as the proto-type teaching kit was available, a three-week national workshop for in-service training of master teacher trainers in the use and maintenance of national teaching kits was organized at the National Institute of Teacher Education. About 30 key master trainers were trained from all over Pakistan. There was a similar project to train master teachers and grass-roots level teachers in the provinces. During the first phase of the teacher training cycle, about 100 master teacher trainers have been trained both at the federal and provincial levels. The teacher trainers came from the Punjab, Sind, N.W.F.P., Baluchistan, FATA, FANA, FGEI and Azad Jammu and Kashmir. This group of 100 master teachers will hopefully be capable of training at least 10,000 teachers in the use and maintenance of teaching kits at the grass-roots level. Thus during the first phase of the project, it is hoped that about 10,000 teaching kits be developed and distributed and likewise 10,000 teachers be trained. It is also planned that those schools having teachers trained in the use and maintenance of the kits should get the first instalment of kits.
- b) Pre-service Training. The national teaching kit as a teaching aid for primary schools has been integrated in the Primary Teaching Certificate (PTC) Curriculum.
- c) Teacher's manual. In order to explain and bring home the ideas, concepts and new approaches in teaching in accordance with the philosophy which has inspired the new curricular reforms, it was felt that a teachers' manual should also be produced to enable the classroom teacher to understand the teaching kit equipment, its maintenance and use, and the new approaches to teaching. Therefore a sub-committee of the National Committee was constituted to write a teacher's manual as an integral part of the teaching kit. The manual consists of a general description of the items, the classroom activities to be performed, the concepts to be developed and advice on the safety, maintenance and duplication of kit items.

The Allama Iqbal Open University has already launched a comprehensive programme for the training of teachers. The programme is being strengthened to re-orient a large number of teachers of all levels.

Over the last few years, a quantitative expansion of the pre-service teacher education programme has taken place, and the quality of pre-service teacher training has thus suffered. In order to improve the quality of teacher education, emphasis should be given to upgrading and enriching the teacher training programmes. The possibilities of using radio, television, films, programmed instruction, correspondence packages and learning modules for the improvement of teacher education need to be explored.

Overall needs and problems of teacher training and the role of the teacher

There has been a tremendous increase in scientific and technical knowledge and environmental changes are taking place rapidly. The teacher and the taught are influenced by these environmental changes and, therefore they have to go along with the changing needs in life and have to adjust to the emerging circumstances to continue as useful and effective members of the society.

To improve the quality of teachers, the following needs and problems have been recognized:

- (1) Revision and modification of in-service and pre-service teacher education courses;

- (2) Production of low-cost audio visual aids;
- (3) Provision of incentives to teachers to promote their professional growth;
- (4) Revision of teacher recruitment policy;
- (5) Training teachers to mobilize community resources.
- (6) Dealing with the difficulties of newly-appointed teachers in adjusting to the profession;
- (7) Solving the problem of some teachers lacking a commitment to the ideology of Pakistan commensurate with their responsibilities.

Adult and non-formal education

Pakistan has a low literacy rate, which has hampered the progress of the country. Unfortunately, there is little provision in the formal system of education for those who want to acquire knowledge and skills late in life. Moreover, the formal system of education alone cannot meet this challenge due to the limited financial resources and other pressing demands of the country.

Unutilized local resources are therefore being mobilized by engaging teachers from the local communities to develop individualized and personalized adult literacy programmes. In order to supervise and co-ordinate activities relating to the adult literacy programmes, a National Council on Adult Education with its nucleus at Allama Iqbal Open University is being established shortly.

The Ministry of Labour and Manpower has established an Institute of Manpower Training in Islamabad with branches in various parts of the country to encourage feed-back and the training of manpower at the provincial levels.

In addition the Integrated Rural Development Programme (IRDP), under the supervision of the Ministry of Agriculture is also giving training in manpower development and conducting adult literacy programmes with centres all over the country. The Ministry of Education is deeply interested in furthering the adult education and literacy programme through such national organizations as the National Bureau of Curricula and Textbooks, the Bureau of Planning and Management and the National Institute of Psychology.

The following programmes are currently in operation:

- a) About 15,000 adult literacy centres will be organized during the fifth plan. Of these 15,000 centres, 1,000 centres will be financed by the Federal Government and the remaining 5,000 centres will be taken care of by the provincial governments and/or semi-autonomous and autonomous organizations in collaboration with voluntary organizations in the country.
- b) Pakistan Television Corporation's community viewing centres will be strengthened with teaching materials and aids.
- c) Each Markaz of the I.R.D.P. will be further strengthened to look after the learning needs of youths and adults in its area.
- d) The study centres of Allama Iqbal Open University have already undertaken the preparation of teaching materials and of readers, with a view to being used in functional literacy programme.
- e) School social work projects of the social welfare Department are being reviewed and strengthened.
- f) Allama Iqbal Open University is organizing and presenting radio and TV programmes for out-of-school youths and adults who either have had no opportunity to enter the formal school system or were forced by circumstances to drop out of school.

Education of the people

The efforts that go into the development and welfare programmes of the government are seldom appreciated by the people. A system of citizen education will be evolved to ensure continuous learning by all sections of the society. Emphasis will be laid on programmes which correctly depict the genesis of Pakistan and the glorious history of Islam.

Pakistan, like all other societies, has undergone numerous transformations from the time of its inception. The development of the personality of every citizen through a continuing learning process related to the particular cultural setting has become a dire necessity. People must be properly educated and motivated for the realization of national goals.

To a degree, education of citizens is already being carried out by the Ministry of Information and Broadcasting and other welfare departments.

Technical and vocational education

In spite of past efforts, technical and vocational education is still not-job-oriented. There are hardly any arrangements for identifying the needs and providing training to the rural population to make it more productive.

In order to improve such education, it has been decided to introduce a curriculum which is production-oriented and related to market requirements in all technical and vocational institutes. Separate vocational schools for dropouts from the social system will also be re-established, in consultation with trade, industry and other users of the graduates of these institutions. Mechanisms will be developed for standardizing evaluation, technical and vocational skills acquired through formal, non-formal or traditional systems of training.

There are 150 technical and commercial institutions and more than 3,000 schools offering agro-technical education. However, for want of trained teachers the equipment is not utilized to its full potential. Pre-service teacher training in the field of technical and vocational education is non-existent. Many people are given on-the-job training. These teachers do not find their jobs attractive either, as their colleagues who work in industry and private business get better salaries.

There is a need for a college of teacher education to provide pre-service training to teachers and offer improved in-service training programmes. The college would undertake activities such as establishing academic models for training, staff development, and preparation of translation of books needed at various levels of training.

A number of people are being trained in different skills through non-formal education. Others are going abroad as they do not find their pay enough to support them. Their condition will be improved through proper gradation of their achievements by the Boards of Technical Education. ^a

Education management and supervision

The system of education has considerably expanded since the establishment of Pakistan. The number of educational institutions has increased seven times from about 10,000 in 1974 to more than 70,000 in 1978. Similarly the enrolment of students at all levels has jumped from 1.2 million in 1974 to over nine million in 1978. But, in spite of these continuous increases the system has not witnessed any significant reform in the management and supervision infrastructure. A few sporadic attempts made here and there have failed to bear any fruit because of lack of internal consistency. The rules and regulations governing day-to-day administration of the schools continue to remain cumbersome and detrimental to the efficient functioning of the system.

Arrangements have been made for the training of educational supervisors and administrators. The National Academy of Planning and Management will launch in-service training programmes for educational administrators, planners and supervisors.

Curricula and Textbooks

All curricula and textbooks will be reviewed to ensure that an adequate amount of Islamic ideology is included and due coverage is given to instructional materials aimed at promotion of national cohesion and integration.

As mentioned, curriculum development and textbook production is on the concurrent list of the 1973 constitution. The Curriculum Wing of the Ministry of Education is responsible for developing curricula in collaboration with the provincial curriculum centres, the boards of intermediate and secondary education, with the textbook boards producing textbooks for all these grades. The Curriculum Wing and its allied agencies conduct continuing reviews on curriculum and textbooks innovations.

Since July 1977 the Curriculum Wing of the Ministry of Education has been reviewing the present national textbooks to ensure that the contents are in line with the ideology of Pakistan and Islamic teachings. In this connection, it has organized workshops to re-orient and train reviewers and revisers of textbooks, so as to ensure better quality in the textbooks. Consequently all the textbooks for grades I to XII have been reviewed under the auspices of the Ministry of Education.

The Curriculum Wing in collaboration with Unesco has been instrumental in providing training in textbook development and development of instructional material both inside and outside Pakistan.

The Material Bureau of Curriculum and Textbooks provides leadership in the field of curriculum development, textbook production, production of instructional materials, training of planners, textbook writers, educational inspectors and supervisor teachers, teacher trainers and master teachers, by organizing national as well as international workshop seminars and short term refresher courses.

SECTION III: GUIDELINES AND RECOMMENDATIONS FOR THE TRAINING OF TEACHERS AND OTHER EDUCATION PERSONNEL TO PROMOTE THE UNIVERSALIZATION OF EDUCATION.

A review of current national education policy envisages definite policy commitments to promote universalization of education, training of educational personnel, and building up additional structures for realizing the set targets. Some of the structures such as primary education and non-formal agencies are being further strengthened to increase their intake and widen their network. Additional structures such as Mohallah schools, village workshops, integrated Madrassah education and mosque schools with general and technical streams, have been conceived as part of a concerted indigenous effort to achieve universalization of education. In another step to achieve this goal, the possibilities of international inputs should be explored.

Almost all the previous educational policies have acknowledged the crucial role which the teacher plays in the teaching-learning process. The responsibility, therefore, of improving and of maintaining educational standards falls on the shoulders of the teachers who have been entrusted to the educational institutions. In order to implement the policy the following guidelines and recommendations are suggested for the comprehensive training of the personnel engaged in both formal and non-formal education.

Teacher motivation

1. Objective criteria should be established for the recruitment and selection of teachers. The National Institute of Psychology needs to be involved, to develop such tests with experts help;
2. All candidates seeking admission to the teacher training institutes or candidates applying for jobs should be interviewed before they are offered positions;
3. A system of national awards for best teachers should be instituted;

4. A code of ethics should be evolved and enforced for all teachers;
5. Every teacher should be required to undergo at least one in-service course every five years;
6. In-service training institutions should be strengthened to increase their capacity, as well as to improve their quality of training;
7. A comprehensive system of accountability and evaluation of teachers and administrators should be introduced to ensure effective teaching and maintenance of school discipline. Incentives in the form of increments or promotions should be provided for excellent performance, and
8. Special housing quota for teachers should be reserved as is the case for journalists, lawyers, and doctors.

Teacher education

1. Admission committees should be constructed in all the teacher training institutions to evaluate a student's potential to become a good teacher committed to the ideology of Pakistan;
2. In-service teacher training courses should be conducted to give proper orientation on the ideology of Pakistan to the existing teachers at all levels of education;
3. In-service training facilities of Allama Iqbal Open University should be strengthened to enable the University to launch a programme of training through correspondence, radio, television, and workshops and seminars;
4. Institutes of education and research in the provinces should also be strengthened to undertake similar programmes at the provincial level;
5. In-service training centres and education extension centres of the provincial education department should also be strengthened;
6. All institutions for the training of primary teachers are to be elevated to the level of colleges for teachers of elementary education. Accordingly, recruitment of staff will be based on enhanced post-graduate qualifications;
7. Pre-service teacher education programmes at all levels should, by suitable modifications, be made to attract new teachers;
8. Objective criteria should be laid down for the formation of a separate cadre of teacher educators, in accordance with the national education policy;
9. The proposed academy of educational planning and management should provide in-service training to administrators, supervisors, teacher educators, adult literacy workers and planners; and
10. The academy of higher education should be strengthened to provide pre-service and in-service training to colleges and university teachers in accordance with the national education policy, but it should do so with the close co-operation of the university grants commission.

Women teachers

As women constitute more than 50 per cent of the population, education for females has tremendous potential, and high priority should be given to the rapid expansion of female education at all levels. During the next five years 30,000 women teachers will need to be recruited.

The establishment of institutions and courses of pre-service education for women teachers, concentrating on community-oriented skills, science and home economic subjects, is a long term process. In the short term, it is necessary that women teachers already in service should be given training in these skills by the available agencies and organizations

such as Allama Iqbal University, the Federal College of Education, the education extension centres and women's technical institutions.

In-service courses of two to four weeks duration for the working women teachers should be funded by the government on a crash programme basis. Opportunities for teaching practice in the pre-service programme of training institutions should be expanded by the government.

The value of the teacher

The teacher is the pivot around which the whole system of education revolves. More than any professional worker, the teacher has to be a dedicated person.

His code of ethics should encourage him to be self-sacrificing, finding pleasure and joy in nurturing young minds, inspiring right attitudes in the students towards themselves, society and the country. If there are good and competent teachers today, one can expect to have good citizens tomorrow. The personality of the teacher is as valuable as his knowledge and professional skill. The teacher education programme, therefore, should aim at improving the quality of teachers. The objectives of the teacher education curriculum are thus classified into the following three categories:

Attitudes and Values

To inculcate Islamic values and attitudes with special emphasis on:

1. Regularity and punctuality;
2. Cleanliness;
3. Honesty and truthfulness;
4. Justice and fair play;
5. Responsibility;
6. Modesty and decency;
7. Practising and propagating Islamic virtues;
8. Love of knowledge;
9. Loyalty to the country;
10. Intellectual honesty;
11. Self-evaluation and improvement; and
12. Dedication to the profession.

Understanding

To develop understanding about:

1. The developmental needs of children;
2. The developmental needs of society in a scientific age;
3. The religious, philosophical, sociological, psychological, historical and economic basis of education and other factors that influence education;
4. The contribution of subjects taught in school to the overall education of the child;
5. The teaching/learning process and principles of appraisal of learning and teaching;
6. The relationship between population, resources and personal, social and economic development; and
7. The development of the child as an individual in an Islamic society.

Skills

To acquire the ability to:

1. Express thoughts in fluent and correct language;
2. Build up curricular content around different units of activities and experiences and to evaluate their effectiveness;
3. Evolve and adopt methods and techniques suited to different situations and to evaluate their effectiveness;
4. Understand individual differences and to individualize instruction;
5. Organize teaching/learning experiences, enlisting the maximum involvement of children in the learning process;
6. Improvise and use teaching aids suited for imparting education;
7. Appreciate and critically evaluate children's literature in various subjects and to help pupils use it;
8. Assess children's achievements, and to plan programmes of enrichment and remedial teaching as necessary; and
9. Organize school activities, to help train pupils to be creative, co-operative and self-disciplined;
10. Formulate the goals of different activities in the school, to organize activities, to maintain records of work done and to evaluate outcomes;
11. Use community resources for instruction; and
12. Get acquainted with the environment and find ways and means to improve environmental conditions.

Teacher training for community development

The preparation of prospective teachers needs to be strengthened by providing them with knowledge and ideas presented in broad teaching units on such topics as the modern concepts of school and community and their inter-relationship, the study of community groups, natural resources and their utilization for the well-being of the individual and the community, the improvement of the community environment, and a basic knowledge of population problems related to local and national development. Acquisition of these ideas, skills and attitudes should enable the students to involve themselves effectively in community development programmes.

In order to teach these courses effectively, the following methods are recommended:

1. The lecture-demonstration technique;
2. Systems thinking;
3. Visit and field trips;
4. Presentations by resource persons;
5. Individual and group projects;
6. Participation in development activities and programmes; and
7. Use of local resources and aids.

To develop relevant materials, the following guidelines are suggested:

- The materials presented must be sequential in form and duly supplemented with graphic illustrations, charts, tables, and so on. Whenever possible efforts should be made to obtain government validated data.
- Explanations of concepts may be derived from the writings of outstanding scholars in the various disciplines.

- Since this area is comparatively a new discipline some supplementary reading material must be provided. Provision may also be made for a bibliography, a subject index and a glossary of terminology.
- Thought provoking questions and problem situations should be provided at the end of each unit.

Village workshop teachers

At present, there is no arrangement for the proper training of primary school drop-outs or for those who cannot go on to secondary schools. With the establishment of mosque schools, the output at the primary level will further increase. Therefore, in order to convert these boys into productive members of society, village workshop schools are being established under a phased programme.

About one million school-going children drop-out. One of the reasons for so doing is that the educational experience imparted to primary school children in villages is far from the realities of life. Therefore, need-based village workshop schools are required.

According to the national education policy, about 5,000 village workshops are being established in the villages with necessary tools and equipment. Local draftsmen should be involved to teach skills, in addition to a properly-trained teacher capable of imparting community skills.

Short-term in-service training should be given to the locally appointed teachers of village workshop schools. Teachers' guides and manuals for village workshop schools should also be developed.

Training of teachers of the Mohala, mosque schools and Madrasahs

The government has decided to revitalize the indigenous schools mentioned in Section I. The teaching personnel of these institutions has not received any formal training for teaching, and efforts should be made to persuade them of the necessity of training. The simple fact that they will be coming in touch with professional teaching personnel will be a first step in the right direction.

Training of such personnel should be mainly through on-the-job training, demonstration lessons, refresher courses and workshops for the teachers of particular localities.

Adult literacy

Education of youth and adults in the non-formal system continues to be the responsibility of a number of governmental and non-government agencies. There have been problems in co-ordinating the activities of these agencies.

Now, it is proposed that:

1. The training of 10,000 literacy workers should be organized by the Allama Iqbal Open University. The funds for the training of these workers will be provided by the federal government and concerned agencies.
2. The Ministry of Education will also organize training for 5,000 workers through Curriculum and Planning Wings.
3. 10,000 television sets should be distributed to education centres by the federal government.
4. Volunteer corps will be involved in imparting education to the youth and adults in the backward and rural areas.

Comprehensive training of the personnel engaged in both formal and non-formal education is needed in the following areas:

1. Basic studies to identify the various causes of dropping out, and to build up additional structures for out-of-school education;
2. Surveys of community needs and the organization of educational and vocational courses for out-of-school youth;
3. Development of reading material, equipment and low-cost instructional aids for the education of adults and youths;
4. Optional use of mobile teacher training units to give on-the-job training;
5. Development of instructional materials to back up literacy programmes given through the mass media, such as TV and radio brochure; and
6. Condensed training programmes for educating out-of-school youths, and adults.

Civic training of the citizens

It is suggested that:

- Educational film shows should be arranged in cinema houses for the local people;
- The Ministry of Education should give support to the Ministry of Information and Broadcasting in developing and implementing work plans for the education of citizens according to the national educational policy; and
- Mosques, national centres and educational institutions should be adequately supported for the education of the people.

Structure of the Revised PTC/CT Courses

1. 1st semester	.. 18 weeks
2. Examinations and preparation	.. 1 week
3. Short term teaching practice	.. 3 weeks
4. Second semester	.. 18 weeks
5. Examinations and preparation	.. 1 week
6. Long term teaching practice	.. 5 weeks
7. Winter and spring breaks	.. 2 weeks
Total	.. 48 weeks

(I) P.T.C. Courses:

1st Semester:

1. Principles of education and methods of teaching (100 marks)
2. Child development and counselling (100 marks)
- 3-5. Three methods of teaching courses in subject areas (300 marks)
6. Short-term teaching practice (3 weeks)

2nd Semester:

7. School organization and classroom management (100 marks)
8. Health and physical education (100 marks)
- 9-11. Three methods of teaching courses in subject areas (300 marks)
12. Long-term teaching practice (5 weeks)

(II) C.T. Courses:

1st Semester:

1. Theory and history of Education (100 marks)
2. Child development (100 marks)
3. General methodology and preparation of Teaching aids (100 marks)
- 4-5. Two methods of teaching courses in subjects areas (200 marks)
6. Short-term teaching practice (3 weeks).

2nd Semester:

7. School and community development (100 marks)
8. Counselling, testing and evaluation (100 marks)
9. Organization of elementary education and School management (100 marks)
- 10-11. Two methods of teaching courses in subject areas (200 marks)
12. Long-term teaching practice. (5 weeks).

A) P.T.C. Programme

Part I Theory

These courses are meant to equip student teachers with the basic knowledge, teaching skills and educational theories and principles necessary for their understanding of their pupils and the effective development of the teaching-learning process. The student teachers will study content courses given at Nos. 4 to 9 with equal emphasis on how to teach these subjects to primary school children.

Paper I	Principles of education and methods of Teaching (100 marks)
Paper II	Child development and counselling (100 marks)
Paper III	School organization and classroom management (100 marks)
Paper IV	Language and methods of teaching (100 marks)
Paper V	Mathematics and methods of teaching (100 marks)
Paper VI	Social Studies and methods of teaching (100 marks)
Paper VII	Islamiyat/Islamic History and methods of Teaching (100 marks)
Paper VIII	Arts and practical arts and methods of teaching (100 marks)
Paper IX	Health and Physical education (100 marks)

Part II

Teaching practice (200 marks)

B) C.T. Programme (Professional Course):

It will have two parts.

- a) Theory
- b) Teaching practice.

a) Theory

The subjects in this area are meant to equip the teacher with the basic knowledge of principles and theories of education and proficiency in the use of modern techniques of teaching. The following are the subjects:

(1) Theory and history of education	.. 100 marks
(2) Child development	.. 100 marks
(3) School and community development	.. 100 marks
(4) General methodology and preparation of teaching aids.	.. 100 marks
(5) Counselling, testing and evaluation	.. 100 marks
(6) Organization of elementary education and School management.	.. 100 marks
(7) Special school subjects and methods of teaching (4 courses)*	.. 400 marks

Four courses will be selected out of the following specific school subjects carrying 100 marks each:

- (1) Mathematics
- (2) Science
- (3) Social Studies
- (4) Languages
- (5) Arts and Crafts.
- (6) Islamiyat/Islamic History
- (7) Fundamentals of Agriculture**
- (8) Agricultural education
- (9) Fundamentals of Industrial Arts**
- (10) Industrial Education.
- (11) Fundamentals of Home Economics**

(12) Home Economics.

(13) Any other subject approved for the scheme of studies.

b) Teaching Practice.

This will be conducted in two parts, namely, short-term practice and long-term practice.

*Keeping in view the shortage of teachers in various subjects, the Headmasters/Principals will offer these courses in consultation with their respective Departments of Education. Provinces may choose to make any one of these subjects compulsory.

**These courses may be offered by those students who have not studied these subjects at F.A/F.Sc. level. This provision is being made to meet the shortage of agro-technical teachers in the country.

PHILIPPINES

Training of teachers and other educational personnel with reference to universalization of education

by Hortensia S. Benoza

SECTION I: POLICIES AND STRATEGIES FOR THE UNIVERSALIZATION OF EDUCATION

In the Philippines, education has always been given major attention and has been allocated a comparatively large portion of the national budget.

The Constitution of the Republic of the Philippines provides that the State "shall maintain a system of free elementary* education and, in areas where finances permit, establish and maintain a system of free public education at least up to secondary level."

The state, according to the same source, shall also "provide citizenship and vocational training to adult citizens and out-of-school youths and create and maintain scholarships for poor and deserving students."

These provisions, which reflect the importance the country gives to universalization of education, are realized in a number of policies, programmes, and activities instituted by the government through the Ministry of Education and Culture.

The school entrance age in the public schools is seven years. As indicated earlier, it is the obligation of the state to maintain a system of free education at elementary (primary) level — Grades I to VI. The state is not obligated to provide free education before or after that level. Early childhood education, or what is generally known as pre-school education is usually offered only in private schools. If offered at all in the public schools, it is on the basis of local government or PTA funding, or special arrangements devised by school superintendents.

Primary education is almost universal; the school participation rate at early school age is 98 per cent. In almost every barangay (village), even in remote areas, there is a primary school. Under the new policy of spreading the benefits of progress, more funds for education have been channeled to rural areas, particularly to depressed, disadvantaged, and underserved areas.

In the southern part of the country, for example, where educational services have not been as good as in other parts, considerable sums have been provided for the establishment of schoolhouses, the printing of instructional materials in the local dialect and the training of teachers. Secondary education is free in a few areas, mostly in large cities and towns, where the local government can afford to fully support such schools.

While there are a number of nationally funded high schools, especially vocational or agricultural schools and schools in low-income areas, these schools still charge tuition fees, and hence only students who can afford to pay the fees can avail themselves of secondary education.

There is a law, Republic Act No. 896, providing for compulsory education from age 7 up to completion of primary education.

In December, 1974, another piece of legislation was enacted to further the universalization of education. This was the Child and Youth Welfare Code (Presidential Decree No. 603).

*In the Philippines, the term *elementary* is used instead of *primary*.

Among the salient provisions of this law are:

Article 3. Rights of the child

- (3) Every child has the right to a well-rounded development of his personality to the end that he may become a happy, useful and active member of society.
- (6) Every child has the right to an education commensurate with his abilities and to the development of his skills for the improvement of his capacity for service to himself and to his fellowmen.

Article 59. Crimes

Criminal liability shall attach to any parent who:

- (4) Neglects the child by not giving him the education which the family's station in life and financial conditions permit.

Article 71. Admission to schools

The state shall see to it that no child is refused admission in public schools. All parents are required to enroll their children in schools to complete, at least, an elementary education.

Article 72. Assistance

To implement effectively the compulsory education policy, all necessary assistance possible shall be given to parents, specially indigent ones or those who need the services of children at home, to enable the children to acquire at least an elementary education. Such assistance may be in the form of special school programmes which may not require continuous attendance in school, or aid in the form of necessary school supplies, school lunch, or whatever constitutes a bar to a child's attendance in school or access to elementary education.

Article 73. Nursery school

To further help promote the welfare of children of working mothers and indigent parents, and in keeping with the Constitutional provision on the maintenance of an adequate system of public education, public nursery and kindergarten schools shall be maintained, whenever possible. The operation and maintenance of such schools shall be the responsibility of local governments. Aid from local board funds, when available, may be provided.

Article 74. Special classes

Where needs warrant, there shall be at least special classes in every province, and if possible, special schools for the physically handicapped, the mentally retarded, the emotionally disturbed, and the specially gifted. The private sector shall be given all the necessary inducement and encouragement to establish such classes or schools.

Notwithstanding these laws, for economic or other reasons a large number of pupils still drop-out before completing primary grades. The reality in this country still is that, out of 100 pupils who enrol in Grade I, about 70 reach Grade IV and only 54 finish Grade VI.

The first law mentioning compulsory education, Republic Act No. 896, does not specify any penal provision for parents who fail to send their children to school. Quite the contrary, it indicates that compulsory attendance shall not be required under certain conditions like distance of the school, or the indigence of parents on account of which the child cannot afford to be in school. Hence some parents purposely keep their children at home to help in the farm or household chores.

It may be noted that the provisions of article 72, cited above, seek to resolve such problems as the indigence of parents, through some modes of assistance. Full implementation of this provision will go a long way toward helping resolve the problem of pupils dropping out before completion of primary education.

It is estimated that roughly five million youths in the age group 7 to 24 are out of school. It has been the policy of government, however, to provide some form of educational service to youths and adults who could not or cannot use the formal school system. Hence we have the National Manpower and Youth Council, established under the Ministry of Labour, which provides technical training to out-of-school youths and adults. Under the Ministry of Education and Culture, we have 21 training centres in small-scale industries for adults and out-of-school youths called home industries centres and craftsmen schools.

Also part of the continuing programme of the Ministry of Education and Culture are the adult and community education classes covering literacy, citizenship education, skills training, and cultural development, utilizing radio and TV, print media, community assemblies, and community centres. Evening vocational and academic classes are offered in government schools in a few cities where lighting facilities are available. They are designed to serve those who work during the day and desire to gain further skills or to continue their education so that they may rejoin the educational mainstream should their time and resources permit. Thousands of city youths are enrolled in these evening vocational schools.

But perhaps the most significant move toward universalization of education was the creation of the position of Undersecretary (now Deputy Minister) for Non-formal education in the Ministry of Education and Culture, on 13 May 1977. This was followed by the recent designation of an assistant schools division superintendent as the officer in charge of advancing non-formal education activities in the school division. The Office of Non-formal Education was directed to integrate and co-ordinate all non-formal education programmes being conducted by various offices and agencies of government and even interested private organizations.

The Office of Non-formal Education has established linkages with all other government agencies that conduct non-formal education of one form or another — such as the Ministries of Agriculture, Labour, Social Services, Development, and Health, other offices like the Ministries Council and Population Commission, as well as with private and semi-private agencies like the Foundation for Youth Development of the Philippines which is carrying out an effective literacy-skills training programme for out-of-school youth.

Even before the creation of the Office of Under-Secretary for Non-formal Education a number of activities had already been initiated to provide some form of education for the out-of-school. Among these were:

- Radio programmes on agricultural techniques for farmers;
- Community assemblies on co-operatives;
- Agrarian reform education for new farmer-owners;
- Distance study programme for teachers of nutrition;
- Distance study programme for enlisted men who had not finished secondary level (pilot);
- Continuing education for adults in villages;
- Rural improvement clubs for rural women;
- Leadership training for out-of-school youths conducted by the Ministry of Social Services and Development.

The most recent strategies adopted were the establishment of a learning centre in every school division, the establishment of barangay (village) learning centres on a pilot basis, and a nationwide radio programme.

The learning centre established in every school division was intended to provide literacy and skills training to adults and out-of-school youth, particularly women. Initially, each centre has been equipped with sewing machines and a few carpentry tools. More facilities will be provided. The barangay high school learning centre is intended to serve as a skills training centre for parents of the youths enrolled in the school. The aim is to provide parents with the same skills or knowledges in a particular vocational area to enable the

family to undertake economically productive activities. The centre is to be expanded to offer literacy and continuing education for adults.

The nationwide radio programme, called *Lingap ng Pangulo*, or "The President's Concern", is a multi-agency activity. The Ministries of Agriculture, Agrarian Reform, Health, Natural Resources, Social Services and Development, and of course Education and Culture, are all involved in this radio programme. The programme content includes citizenship and civics, farm technology, health information, cultural hour, and information on the programmes of government.

Village listening groups have been organized. The village teacher usually serves as discussion leader for these broadcasts. Farmers who complete a particular series are awarded certificates as well as other recognition.

A support activity to the learning centres is the equivalency and accreditation system. Two years ago, the Ministry of Education and Culture announced a policy of giving credits for knowledges and skills gained outside the formal school system, and making provision for proper grade placement for those who decide to rejoin the mainstream of education. Thus a school dropout who studies on his own may sit for the accreditation examination and be placed four or five years higher than his grade level when he dropped out, on the basis of his performance in the test.

It is believed this system will motivate self-study activities among those who cannot attend the formal school system for economic or other reasons. In fact last year, when the first accreditation examination was given, more than 5,000 youths who had left school years ago sat for the examination.

While the government makes considerable effort to place educational opportunities within the reach of various sectors like out-of-school youths, farmers, unemployed adults and housewives, the participation of these groups still leaves much to be desired. It seems there is a lack of interest on the part of those for whom the programmes have been designed. How do we make housewives listen to educational radio programmes specially designed for them? How do we encourage adults to continue attending literacy classes? The reason may be lack of relevance or usefulness of the programme, or it could be cultural or other factors: the problem requires more study.

On the formal system side, mention may be made of changes such as the adoption of a work-oriented curriculum, and the experimental in-school off-school approach. This latter scheme enables the pupils to be out-of-school one week studying on their own and in school only the following week. It is believed this strategy should be useful in situations where there are problems of accommodation or in areas where children may be needed at times to stay at home to help their parents.

And finally, there are scholarship programmes designed to benefit deserving, indigent students. Two years ago, a loan system called the "Study Now, Pay Later" Plan was instituted to enable bright students from low-income families to finish at least a four year course from among those listed as priority courses for national development. This is through long-term loans on very easy terms, payable after the student has graduated and has found employment.

It is also a policy of government to require all private schools to offer one scholarship to one indigent student for every 500 students enrolled in the school.

In the state university system, a new admission scheme was adopted for the larger benefit of the socially disadvantaged students from remote or depressed areas. It has been noted that certain students from depressed areas have lower scores in entrance tests than those from urban areas, not due to intellectual weakness but rather to the poverty of their social background. Under the new scheme, even if students from depressed areas score far below the passing grade in the entrance test they are still admitted and given extra tutorial sessions as well as socially enriching experiences. These students, it has been observed, pick up after a year or so and perform creditably in their academic work.

All these measures result from the policies of the present government, which are to uplift hitherto neglected and disadvantaged areas and sectors so that they may share more fully in the benefits of progress and to enhance their social and civic participation. Most significant among the other measures were agrarian reform, which gave bound tenants the opportunity to own the land they till; labour reforms, and the reform of the political structure which gave the lowest political unit, the barangay (village), a significant voice in the formulation of national policies. Youths 15 years and above are also given a voice, having a representative in the Parliament.

The recent creation of the Ministry of Human Settlements is another social justice measure. This Ministry, has specified among its major programmes, the provision of adequate housing and food, economic sufficiency, a clean and beautiful environment, and adequate health, social and educational services for all.

SECTION II: CURRENT POLICIES AND STRATEGIES IN THE PREPARATION OF TEACHERS AND OTHER EDUCATION PERSONNEL WITH REFERENCE TO UNIVERSALIZATION OF EDUCATION

The Philippines is one of the very few countries in Asia where teacher education is not exclusively confined to government-run institutions. Teacher education itself is carried out by both government and private schools, in accordance with the general policies issued by the National Board of Education. The greater percentage of teachers are graduates of private schools. This is explained by the fact that, while there are nine state colleges exclusively offering teacher education in addition to the 14 state chartered institutions and 50 colleges which also include teacher training in their programmes, there are 353 private colleges and universities offering teacher education.

Except for variations in units and special activities beyond the minimum requirements, the programme for teacher preparation is pretty much the same in all teacher-training institutions, public or private.

The current teacher education programme is based on the last revision of the teacher education curriculum issued by the National Board of Education in 1970. This regulation specifies the basic principles of teacher education in the Philippines to make "the teacher education programme more effective in helping to provide for a better life for the people and to be more responsive to the changing needs and the national policy of bringing about an integrated, well rounded nationalism and democracy inspired educational system."

These principles are as follows:

1. *Reorientation of teacher education.* The education of the Filipino teacher must be strongly oriented to Philippine needs, conditions, and aspirations even as it seeks enrichment from acceptable ideas and practices of other peoples in all parts of the world. The writing, publication, and propagation of professional materials based on Philippine experience and culture must be given all possible encouragement and incentives.
2. *Coordination and freedom.* The national programme of teacher education must be unified, coordinated, integrated, and progressive. This is a necessary safeguard against proliferation both in content and procedure, provided that adequate flexibility is allowed in the exercise of the freedom to be creative and dynamic.
3. *Institutional co-operation and sharing.* Teacher education institutions should be encouraged to participate in a system of educational co-operation, through which available resources, talents, expertise, and facilities could be shared for the common benefit of all. Such co-operation can be mutually beneficial in connection with research, in-service education, curriculum development, extension services, and exchange of information and library services.
4. *Quality control.* Each institution should be encouraged to provide an adequate system of quality control with respect to standards of instruction and instructional facilities. Encouragement should be given to the organization and growth of accrediting associations among teacher-education institutions.

5. *Recruitment.* Capable young people from all walks of life and different levels of society should be recruited into the teaching profession. To this end, the adoption of an adequate programme of scholarships should be encouraged in all teacher-education institutions. Steps should be taken to attract and draw more men into the teaching profession.

6. *Selective admission and retention.* All teacher education institutions must have a system of selective admission and retention of students to insure that those who enter the teaching profession possess a reasonably high level of scholastic achievement and certain special aptitudes, interests and personality traits.

To upgrade the quality of students who enter the teaching profession, admission to the teacher education institutions should be limited to students who belong to the upper 50 per cent of the graduating class in the secondary school without prejudice to the administration of entrance examinations by colleges where there is an excess of applicants.

7. *Teacher education for all levels and disciplines.* Teacher education should involve teacher preparation at all levels and in all areas.

8. *Observance of professional ethics and morality.* Professional ethics and high moral standards are essential in the teaching profession. This demands of teacher-education institutions adequate provision for the inculcation of spiritual values and the development of moral stamina and a high sense of virtue, the possession of which makes for strength of character. In addition, these institutions should have a wholesome atmosphere conducive to the development in the students of desirable ideals, values, attitudes, habits and skills.

It may be stated here that these principles make no direct mention of teacher preparation for universalization of education, except for general reference to a "democracy-inspired" educational system, "adequate flexibility allowed in the exercise of the freedom to be creative and dynamic" and the principle that "teacher education should involve teacher population at all levels and in all areas".

At present, there are two types of general teacher preparation programmes — one for primary school teachers leading to the degree of Bachelor of Science in Elementary Education (BSEE) and the other for secondary school teachers leading to the degree of Bachelor of Science in Education (BSE). Only graduates of these courses are allowed to teach generally.

The course and minimum unit requirements of these two programmes are as follows:

	BSEE (Primary Teacher)	BAE (Secondary Teacher)
General education	102	93
Professional education	36	30
Field of specialization	—	24 or 18
Area of concentration	18	
Electives		
(Any course to complete the maximum 156 units of the curriculum)		
Total	156	156

A description of the general education courses and the professional courses required as well as sample curriculum for each is included in the appendix to this report. On the undergraduate level, there are no special programmes for the specific preparation of educational personnel other than teachers. Supervisors, principals, head teachers and other officials develop competence or skills on the job. It is only on the graduate level that there is some degree of specialization, and studies on this level are generally undertaken by the officials themselves.

As indicated by the Minister of Education and Culture in a recent speech which touched on teacher preparation, there has been no radical change in the nature of the teacher preparation programme since say, 1901, outside of the introduction of features like areas of concentration in the elementary teacher education curriculum and the addition of courses as required by law or national needs. Examples of such courses are more units in Spanish; units in teaching of the life of Rizal, the national hero; the study of the Philippine Constitution; the introduction of subjects like agrarian reform, co-operatives and environmental education in relevant subject areas and, very recently, the requirement for more units in Pilipino in the light of the bilingual education policy.

Clearly these changes and revisions are comparatively minor and do not reflect full appreciation of the new multi-faceted roles of teachers. There have been attempts to enrich the preparation of teachers for these new roles, but their full effects have yet to be seen.

The areas of concentration required in the primary teacher education curriculum, for example, include adult and community education. Generally, only those who have concentrated on adult education would be adequately prepared to handle additional roles as non-formal education teachers or community education co-ordinators or workers. In the context of universalization of education, a teacher should be ready to assume tasks like conducting continuing education for adults or out-of-school youths. This would entail instructional techniques and approaches different from those for teaching young children. The increased attention paid to rural transformation and development requires that teachers be equipped with curriculum development skills, and be creative and flexible if they are to meet the demands of the new subjects. They must have some ability at instructional materials development so that, no matter whom they are teaching, they would be able to devise or improvise appropriate instructional materials.

One aspect of the college degree programmes today is the requirement for youth civic action in the junior year. This is an off-campus activity which seeks to provide students with a meaningful experience in social service, such service to be related to the course the student is taking. A student is required to undergo a total of 120 hours civic action work before he or she may graduate. Students in teacher education courses have to undergo this in addition to their teaching practice.

In the case of teacher-education students, many of them engage in early childhood education or nursery education in depressed areas — like villages or urban slums — or in adult or continuing education. Although these activities are conducted without the quality of guidance that would make the programme completely satisfactory, it is believed that the experience alone constitutes in itself a valuable learning situation preparing the students for future non-formal education tasks.

In certain institutions where there are laboratory school facilities, teaching practice is basically an on-campus activity. In many large schools, however, student teachers have to do their teaching practice off-campus — usually in co-operating public schools, through special arrangements with the principals of such schools.

There are a few universities and teacher education colleges which have experimented with various innovative forms of student teaching practice, like assigning the students to a depressed village in a sort of rural immersion experience, or to community service work, as is done by the University of Nueva Caceres in Naga City, the Philippine Women's University in Manila, and the Cagayan Valley Institute of technology, to name a few. Generally, however, it is still purely formal school and classroom situations which make up the bulk of the students' teaching practice — an experience rather limited in scope and in time.

A number of pilot studies or experiments are being carried out in teacher education. One such study is research on a practicum-oriented teacher education curriculum carried out in one of the state teachers' colleges. The new feature of this curriculum is the integration of practical activities throughout the course. The general practice today is first to offer general education and professional courses, only after which are the students allowed to observe, participate and practise themselves.

The experiment relates the study of learning theory, as embodied in the professional courses, to actual experience in classroom teaching, with the two aspects mutually reinforcing each other. Principles learned, it is believed, become more meaningful when tested against experience or practice and if there is a want of convergence between principles and practice, differences can be studied or threshed out or new principles formulated. The study hopes to evolve a set of recommendations for a teacher education programme that would develop an improved, versatile teaching competency for any teaching learning situation, for any group. The study will be completed by 1980.

However, it should be pointed out that, even with this experiment, the practical experience the student is exposed to is still a traditional one, since most of the co-operating teachers are products of the traditional curriculum which we are seeking to revise.

At this juncture, mention must be made of current in-service education programmes for teacher and other education personnel. There have always been continuing programmes for the in-service training of teachers. These were usually aimed at propagating new techniques or knowledge. For example, with the announcement of the bilingual policy in education which prescribed the use of Filipino as the medium of instruction in certain subjects from Grade I through to secondary school by 1987, a series of in-service activities were undertaken to upgrade teachers' competence in the use of Filipino.

On the local level, principals and supervisors have always been expected to conduct continuing in-service training of teachers to upgrade their competencies. But there was no special national programme of in-service training. Professional advancement of teachers and educational officials in the service was generally achieved through further academic studies on the graduate level, conducted during the summer vacation or in the evenings for those living near a university.

A few years ago, a crash graduate programme was introduced to enable teachers to obtain a graduate degree to meet the urgent requirements for qualified teachers of agriculture in the new work-oriented curriculum. This was the Master of Arts degree in Teaching Elementary Agriculture (MATEA), which allowed teachers to study agriculture in locally designated centres and conduct studies relevant to agriculture in their places of assignment, with such activity being credited toward an MA degree.

Another programme was the experimental University of the Air programme in Mindanao, where teachers in distant areas could attend classes leading to an MA degree via radio. Periodic check-ups were made by representatives of the university and of the Ministry of Education and Culture on the progress of student.

Mention may also be made here of a special training for selected teachers in ethnic minority areas, conducted under a special arrangement between the Ministry of Education and the Summer Institute of Linguistics. The training is principally to encourage more efficient literacy work. Also, as part of the total development programme to uplift depressed areas in Mindanao, four years ago a massive training programme for teachers in that area was conducted, accompanied by a reading materials production programme.

In 1972, Presidential Decree No. 6-A, otherwise known as the Educational Development Decree of 1972, was issued "authorizing the undertaking of educational development projects, providing for the mechanics of implementation and financing thereof, and for other purposes."

This act restated the aims of the educational system, among them — to provide for a broad general education that will assist each individual, in the peculiar ecology of his own society, to attain his potential as a human being; to enhance the range and quality of individual and group participation in the basic functions of society; and to acquire the essential educational foundation for his development into a productive and versatile citizen. It also indicated that the educational system should "train the nation's manpower in the middle level skill required for national development."

To achieve the aims specified, a ten-year national educational development programme was formulated on the basis of guidelines which included, among other things, the training and retraining of teachers and administrators, with the aim of improving the quality of instruction.

To implement the ten-year programme, a task force, known as the Educational Development Programme Implementing Task Force (EDPITAF) was created. One of the activities of this task force was the design and implementation of a teacher training programme following the guidelines. This was designed as part of the total development programme, a major component of which was textbook development, and while the end objective was the improvement of teachers' competencies, it was closely linked to the use of the new textbooks.

It cannot be claimed that the massive retraining programme stressed in any major way the new role of teachers in the context of universalization of education nor did it reflect significantly the new attention to non-formal education. The thrust was still the improvement of the competence of the teachers for their traditional roles as classroom teachers.

An improved training programme is to be conducted in summer 1979, for special groups of teachers assigned to Decentralized Learning Resource Centres (DCRC). The DCRCs are intended to serve as a centre for the training of teachers in its service area, and for the development of curriculum and instructional materials appropriate to its particular community.

Although the centres are as yet not fully operational, their establishment is a significant move, not only for developing certain teacher skills and capabilities, but also for developing curriculum and instructional materials geared to the resources and the needs of the local community.

The number of DLRCs originally established under the ten-year programme has recently been increased, with Unicef assistance, in areas identified as depressed, disadvantaged or underserved. Substantial assistance in the form of equipment like mimeograph machines, projectors, and supplies, as well as technical expertise, have been channeled to these centres.

The training scheduled for teachers in these centres is aimed to further develop their skills in curricular and instructional materials development. When these centres are fully operational, they should be able to help develop self-reliant teachers in their area of service, help resolve the problem of lack of relevance of certain curricular content, and contribute essentially to the expansion of non-formal education service to meet the needs of the people in their area of influence.

The training of teachers and school officials recently gained added support from the directive given by the President to the Ministry of Education and Culture and the Civil Service Commission to conduct a continuing teacher development programme to include all levels of school officials. Training sessions have been conducted for assistant schools superintendents and sessions will also be conducted in 1979 for school district supervisors. The plan is to develop sites usually used as summer or vacation normal schools into centres for teacher development to be utilized year round. Considering that there are close to 270,000 teachers in the public schools, it will be some time before all teachers have been retrained for their new roles. Later, the establishment of local centres on the regional level is contemplated.

The course outline for this retraining programme includes familiarization with the new government policies, teaching trends, design and preparation of instructional materials, and community outreach. The module on preparation of instructional materials is intended to equip the teachers with skills in materials preparation for students of various levels and different abilities. The section on community outreach will include community development and adult and literacy education.

Hitherto, hardly any attention was given to the in-service training of other educational personnel like administrators, principals, supervisors, researchers, planners and curriculum

developers outside of local and foreign fellowships and scholarships and occasional activities to promote certain skills like writing self-instructional materials, conducting research, or preparing project plans. However, these activities met with relatively limited participation. Recently, to meet the new requirements, a series of training activities in planning was conducted for the newly designated planning officers in the regional and the division offices. This was supported with foreign assistance. It is planned that, with the full implementation of the teacher development programme, due attention will be given to this group of education officers.

Similarly, for teacher educators, there has been no systematic development programme. There have been isolated efforts, however, by certain teacher educators to undertake, on their own, some developmental programmes in multilateral or consortium arrangements. A professional organization, the Philippine Association For Teacher Education (PAFTE) has made a substantial contribution through its annual conferences and other occasional activities.

Recently, an advanced level workshop for teacher educators was conducted with the support of APEID, at which certain agreements were forged for the improvement of teacher education in the country.

SECTION III: GUIDELINES AND RECOMMENDATIONS FOR THE PREPARATION OF TEACHERS AND OTHER EDUCATION PERSONNEL

Since the establishment of the first teacher training school in 1901, the teacher preparation programme has not changed substantially. The four major components of the programme still are:

- General education courses;
- Professional courses;
- Courses representing fields of specialization or areas of concentration;
- Practicum or practice teaching.

Although some effort has been made to re-examine the teacher preparation programme in the light of new demands, the new teachers are still not fully prepared to assume non-traditional teacher roles toward implementing universalization of education.

It must be made clear that, when we speak of universalization of education, it is in the sense that some type of educational service is provided everyone who requires it to enable them to advance themselves. In this context, universalization of education can only be achieved through expansion of non-formal types of education. Universalization of education would be a dim possibility if it were to rely on the formal school system alone. The implication is clear: teachers must be trained to enable them to utilize effectively alternative delivery systems other than those used in formal classroom situation.

A significant number of teachers in service today will be employed for the next 30 to 35 years — up to the year 2000. These teachers have been trained for traditional roles in the classroom. If they are to help in the wide implementation of universalization of education, they must undergo some form of retraining. And as teachers on the job are retrained, the teacher preparation programme should likewise be immediately revised. This calls for a re-study not only of the content and organization, but also of the process of teacher preparation.

In 1976, the SEAMEO Centre for Educational Innovation and Technology, an APEID Associated Centre, conducted a consultative meeting of educators concerned with teacher education. A number of research proposals were prepared at the meeting. One of those indicated the need to identify behaviours teachers must demonstrate if they are to be effective in non-traditional roles. Following the ideas in this proposal, the first task should be to identify the behaviours desired for teachers for the universalization of education. This must be evolved through careful study or research.

Since, as it was mentioned earlier, universalization of education cannot be conceived

other than by the wider expansion of non-formal types of education, or by a massive restructuring of the formal system to make it less rigid, the preparation of teachers should principally take into account their roles in non-formal education situations. This will call for more attention to learning skills – how to learn.

A brief examination of the teacher education programme reveals a preponderance of content subjects. The conventional wisdom is that any adult with ten years of schooling behind him, can easily get the information he needs from those required content subjects by reading on his own. Why, it may be asked, is it necessary that he take these up in a teacher preparation programme. The reality, generally, is that teachers do not remember all the things they studied in content subjects such as poetry or history, and if in the course of their teaching they need information in those areas, they generally search for an appropriate reference to help them.

In the implementation of universalization of education, where a teacher has to meet a variety of learning needs, the content he was made to master in college may not be relevant for the particular students he has. In the preparation of teachers it is therefore important that more time and attention be given to such skills as information or knowledge retrieval and organization, and designing a delivery method for such knowledge appropriate to the clientele. Stress should be on skills and not content.

It is a sad observation that most of the student teachers take up courses without a clear understanding of why they are taking them, or what the purpose and value of a subject are. If they have a clear grasp of the skill a certain body of knowledge is supposed to generate, then on their own, they can choose other content to develop such skill. Teachers generally teach the way they have been taught. Trained in a rigid programme, they themselves become inflexible. This explains why there were some teachers who were helpless when books for social studies did not arrive from the central office even when there were opportunities for using other materials and other resources in the community.

In the examination of the content of the various courses in the teacher preparation programme, the following questions may be asked:

- Is the course critical to teacher preparation?
- Can the content of the course not be obtained by the teacher on the job?
- What will happen if the teacher does not take that particular course?

It is not the content alone that should be re-examined, but the process or methodology involved in teacher preparation as well. At present, students study content courses, they study principles and methodology and then they go into practice teaching. The whole process requires four years and a total of 156 units. Generally the method used is lecture discussion, where the students are expected to return to the teacher evidence of their knowledge in an examination paper or a term paper. There is scant provision for the development of certain skills and attitudes, and for challenging thinking styles. Perhaps the programme could be arranged so that, as knowledge is gained, practical work is done observing whatever principles of methodology are supposed to be utilized. In other words, knowledge, principles and practicum would all be integrated. This would result in a more thorough mastery of the content, in improved skills, and even a shortening of the total course. An even more desirable result would be the increased time devoted to more practical experiences for students, such as designing learning packages, preparing appropriate instructional materials, and practising alternative delivery systems other than classroom teaching. Such delivery systems would include the use of radio and of TV, and of self-paced, individualized instructional materials, and even distance studies using print and other media.

Any reforms must start with the staff of the teacher educational institutions. It would be well to define what skills should be developed for teachers in regard to the goal of universalization of education. Then an examination of the course offerings should be made by the staff to determine how the course, in the way it is offered, is contributing to the development of such skills. If it is not, then it must be determined how the course could be restructured to make it more relevant in the light of the skills being developed, or perhaps a decision could be made to replace the course.

Still on the basis of skills identified, new courses, generally practical ones, could be introduced. The requirement for practice teaching, for example, could be examined. Student teacher practice usually takes place in the antiseptic environment of the laboratory schools. Practice teaching experience should be widened to include non-formal education situations involving out-of-school youths, poor factory workers or housewives.

The task of reform or revision, however, is not easy, considering the conservatism and immovability of the educational system. But in the Philippines, an initial effort has been made in the retraining of teachers for non-formal education centres.

To summarise the following recommendations for further action are given:

1. Re-examination of the teacher-education programme to determine how certain courses may be modified in the light of new developments and the new roles expected of teachers.
2. Inclusion of certain courses useful for teachers in the universalization of education, such as:
 - a) Developing curricular variations to suit local community requirements and resources, as well as to meet the demands of other sectors like industry and other government agencies;
 - b) Organizing and designing instructional materials for various types of clientele, e.g. teenage school dropouts, adult farmers, housewives, factory workers and nursery-age children;
 - c) Familiarization with various modes or delivery systems for education such as radio, TV, self-instructional kits and distance study schemes, and understanding the new facilitative or supportive role of the teacher as a part of a team.
3. Re-examination of the process of teacher preparation, with the aim of a purposeful integration of attitude-development, knowledge gaining and practical application.
4. Study of the teaching practice requirement to determine at what point in the course it should be introduced, and the length and location. It could be determined, for example, whether the experience should include various forms of learning situations and not merely classroom teaching, or whether the practice teaching should be done in a rural or depressed area or in any other area in need.
5. Study of requirements to determine whether it would be feasible to offer programmes other than the BSE and the BSEE to meet universalization requirements. This refers to short courses such as for teacher-aides and tutorial assistants, who may be in demand for non-formal education and for whom requirements for general or liberal arts education may not be necessary.
6. Gradual modification in the structure and requirement of the formal school system.
7. A continuing programme of teacher development for teachers in the service, to develop in them the new skills required. In this connection, the role of all teacher training colleges should be explored. It might be considered their obligation to provide refresher courses for their alumni, say every five or six years, to update their knowledge and skills.
8. Institution of a continuing development programme for other education personnel, such as supervisors, administrators, planners, curriculum developers and researchers.
9. Institution of programmes or activities for the upgrading of competencies and continuing development of teacher educators and other personnel involved in teaching education.
10. Strengthening of mechanisms of co-operation among teacher educators in the country.

NATURE OF THE GENERAL EDUCATION COURSES FOR BSEE AND BSE

Subject areas	Units	Nature of courses	
1. English	15	3 units	Grammar & Composition*
		3 units	Essay & Essay Writing*
		3 units	Speech & Oral Communication*
		3 units	(Children's Literature BSEE)* (Philippine Literature BSE)*
		3 units	Elective: World Literature Poetry and Drama Mythology and Short Story The Novel
2. Pilipino	12	6 units	Communication Skills*
		6 units	Survey & Readings in Pilipino Literature
3. Spanish	12	9 units	Spanish Grammar & Composition*
		3 units	Selected Writings*
4. Social Science	15	3 units	General Psychology*
		3 units	(Economic Geography BSEE)* (Economics BSE)*
		3 units	Philippine History and Government
		3 units	Sociology*
		3 units	Elective: Asian Studies (with Philippine Culture as basis) World History & Political Movements
5. Rizal Course	3	3 units on	NOLI & FILI & Other Works and writings of Rizal*
6. Natural Science	11	5 units	Laboratory course
		3 units	Earth Sciences
		3 units	Elective (non-lab)
7. Mathematics	6	3 units	Elementary Mathematics (Modern Math.)*
		3 units	Elective
8. Philosophy & Ethics	3	3 units	Introduction to Philosophy & Ethics
9. Health Education	6	3 units	Personal & Community Hygiene & First Aid
		3 units	School Health Education and Applied Nutrition
		3 units	for BSE
		3 units	School Health Education and Applied Nutrition
10. Music and Arts	9	3 units	Fundamental course in Music
		3 units	Music Edu. in the Elem. Sch.
		3 units	Introduction to Art Education
		6 units	for BSE
		3 units	Fundamental course in Music
		3 units	Introduction to Art Education

*Required courses

Courses without an asterisk are optional.

11. Practical Arts/H.E.	6	3 units	Practical Arts I*
		3 units	Practical Arts II
		3 units	for BSE
		3 units	Introduction to Vocational Education*
12. Physical Education	4	1 unit	P.E. 101 – Self – Testing Activities*
		1 unit	P.E. 102 – Fundamentals in Rhythmic Activities*
		1 unit	P.E. 203 – Fundamentals in Games and Sports*
		1 unit	P.E. 204 – Recreational Activities for College Students (with emphasis on Methods and Materials)*

Total 102

Professional education courses

1. **Introduction to Education – 3 units**
This is a one-semester course, the first half of which shall cover units on the history of education, objectives and philosophy of education, and fundamentals of modern education; and the second half shall cover the Philippine educational system.
2. **Child/Adolescent Development and Learning – 6 units**
These are suggested courses in this area:
 - a) Educational Psychology
 - b) Psychology of Children/Adolescents¹
 - c) Psychology of Learning
 - d) Psychology Applied to Education
 - e) Child Growth, Development and Learning
 - f) Child Study
3. **Educational Research and Evaluation – 3 units**
This includes a basic course on educational research and test and measurement.
4. **Guidance – 3 units**
This is a one-semester course on guidance and counseling in the elementary or secondary level, the former for BSEED and the latter for BSE.
5. **Methodology – 9 units (BSEE)
6 units (BSE)**
This course covers 3 units of Principles of Teaching for both BSEED and BSE; 6 units of Teaching and Content of Elementary School Subjects for BSEED and 3 units of Teaching and Content of Secondary School Subjects for BSE.
6. **Student Teaching – 9 units (BSEE)
6 units (BSE)**
For BSEED students:
3 units of Observation and Participation
6 units of Practice Teaching, on campus and off campus
For BSE students:
3 units of Observation and Participation
3 units of Practice Teaching

¹Psychology of Children for BSEE; Psychology of Adolescents for BSE, recommended as a required course.

7. Electives —

3 units

Suggested for electives:

Audio-Visual Education

Curriculum Development

Seminar on Elementary/Secondary Education

NOTE:

1. The foregoing minimum requirements shall ordinarily be completed within a period of four school years. Subject to regulation by the bureau or agency concerned, they may be spread over a period of more than four, but not more than five school years. It may also be so managed that students who are capable of doing so may be allowed to complete the courses in eight semesters while the less capable ones may be required either to attend summer classes or an additional semester.
2. The required subjects shall include courses that will help students develop the ability to think clearly and logically, strengthen their ethical character, enhance their faith in their own people and form a sound philosophy of life and education.
3. The number of units assigned to Pilipino shall be considered merely as initial requirements; it should be increased in proportion as Pilipino is assigned an increasing role as the language of instruction in the school system.

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THAILAND

Preparation of education personnel for universalized education

by Arun Preededilok

This report consists of three sections:

- Section I consists of an analysis of the policies and strategies of the educational authorities in the implementation of universalization of education;
- Section II deals with an analysis of the current policies and strategies in the preparation of teachers and other educational personnel to implement universalization of education in Thailand; and
- Section III maps out guidelines and recommendations for further action to implement universalization of education in Thailand.

SECTION I: NATIONAL POLICIES AND STRATEGIES OF EDUCATION FOR THE MASSES

Major educational policies of Thailand are principally derived from the national scheme of education the National Economic and Social Development plan, the policies of the government in power and a few other relevant laws. However, the main educational policy of Thailand follows very closely the national scheme of education, which has governed the structure of educational management for the whole country during the last ten years. The educational development plan, which is one of the components of the National Economic and Social Development Plan, is basically an action plan outlining actions and strategies to be adopted by the educational authorities. The policies of the present government is another important factor, concentrating on attempts to solve problems on a short-term basis. What follows is an analysis of the policies derived from the sources described above.

National Schemes of Education

The history of modern education in Thailand began in 1888 in the reign of King Chulalongkorn, when Thailand was still governed by an absolute monarchy. At that time there was a Department of Education which was responsible for all educational development projects. After a series of minor reforms which were carried out upto 1913, the first national policy on education was formulated. After some modifications, this policy became what is recognized as the First National Scheme of Education. Since then there have been national schemes of education in 1931, 1936, 1951, 1960 and 1977. In this report, an attempt will be made to analyse the current national scheme of education only.

One of the chief features that distinguishes the current national scheme of education from its predecessors is the recognition of education as a life-long process to be organized both in formal and non-formal modes. The basic purpose of education is focused on the quality of life of the people, their ability to live meaningful, happy and fruitful lives, for themselves as for society. The population target is seen to include individuals who are socially, physically and economically handicapped. Compulsory education, which has been extended to six years of primary education, is the duty of the state to provide and the obligation of the citizens to undertake.

One of projects for the universalization of education contained in the national scheme of education is the creation of educational institutions and authorities of various types and

levels. The educational authorities are striving to coordinate their activities, to ensure a uniform standard and at the same time avoid unnecessary duplication.

The Educational Development plan – a component in the National Economic and Social Development plan

Following the establishment of the Economic and Social Development Council, National Economic and Social Development plan was first introduced in Thailand in 1962. The plan was broken down into phases of five years each. Thailand is now in the midst of the Fourth National Economic and Social Development plan. Each phase of the plan so far has been characterized by an emphasis on manpower development to support projected economic growth.

The modern concept of educational planning is relatively new to Thailand. The first two phases of the National Economic and Social Development Plan did not mention educational development. The national scheme of education in 1960, and the policy of the government of that time, were in fact used as the educational plan. During the second period of the National Economic and Social Development Plan, a systematic study of manpower requirements was made by educators. The results of the study led to recommendations for manpower development at the middle level, and it was in the third phase that an educational development plan was spelled out.

The fourth educational development plan, 1977-1981, provides a clear statement of current policies on the universalization of education in Thailand. Basically speaking, the plan sees the function of education as being twofold: education as a means for national development and education as an instrument for preserving the national heritage. In its own wordings, the objective of national educational development is to upgrade education of all types and at all levels. It should be suited to the actual conditions of the country, so as to meet basic social needs and the requirements of national development. Such education should focus on uplifting the quality and efficiency of Thai citizens in a manner consistent with national aspirations.

The overall strategies for the implementation of the universalization of education are set forth as follows:

1. Restructuring of educational administration so as to create parity between the policies applied to the urban and rural areas.
2. Linking educational development to national economic and social development. This is to be achieved by establishing an educational system appropriate to local conditions with the emphasis on flexibility and adaptability. In-school and out-of-school education should be properly integrated and adjusted to job requirements.
3. Adopting measures to develop the quality of education of all types and at all levels whether rural or urban private or state-run, though with a proportionate emphasis on less developed areas.
4. Reviewing the content and learning processes for each level and type of education, based on the criteria of suitability to real-life conditions, so as to meet local as well as national socio-economic needs. Learning shall be practical as well as theoretical; deal with content as well as methodology; integrate moral, cultural and intellectual growth with material progress; take into account democratic principles under a constitutional monarchy and create faith in the country, the religion and the monarchy.
5. Reorganizing of teacher education and preparation of educational personnel to meet national needs in both quantity and quality, and to duly promote the professional status and welfare of the teachers.
6. Lending technical and other support to the private sector in providing an education consistent with the policies, programmes and concepts of national education

system. In respect of compulsory education, the private sector shall be accorded the freedom of providing education within the limits defined by the state's regulation, while the responsibility to provide compulsory education for all shall be solely that of the state.

7. Launching intensive as well as extensive non-formal education programmes in diversified forms consistent with the aptitude, needs and demands of the people.
8. Creating opportunities, and support for mass of access to education through the provision of compulsory education for all citizens, and the equitable provision of non-compulsory to the limits that it is economically feasible.
9. Promoting research, evaluation and creativity in national culture and art.
10. Providing scholarships to able students from different areas, in return for a commitment to take up employment in their native localities.

The plan goes on to detail the policies and strategies for the implementation of universal education, level by level and type by type. Some of the highlights are summarized below.

- Enrolments in compulsory education will be increased at an average annual rate of nine per cent, with the average annual enrolment being estimated at 8.5 million.
- Annual expenditure allocated to compulsory education to average about 480 million U.S. dollars.
- Enrolments in secondary education will be more than doubled at the end of the five year period - an increase from 1.3 million in 1977 to 2.7 million in 1981.
- Average annual expenditure for secondary education is about 200 million U.S. dollars.
- Annual expenditure for vocational education is about 43 million U.S. dollars.
- Average annual expenditure for higher education is about 120 million U.S. dollars.
- Average annual expenditure for non-formal education provided by the Ministry of Education is about 24 million U.S. dollars.
- Annual expenditure for vocational education is about 43 million U.S. dollars.
- Average annual expenditure for higher education is about 120 million U.S. dollars.
- Average annual expenditure for non-formal education provided by the Ministry of Education is about 24 million U.S. dollars.
- Average annual expenditure for non-formal education provided by other authorities is about six million U.S. dollars.
- The numbers of the hilltribe population enrolled in the non-formal education programme run by the Department of Public Welfare will be increased from 6,000 in 1977 to 80,000 in 1981.
- Six ministries are engaged in non-formal education, i.e. the Ministry of Interior, the Ministry of Agriculture and Co-operatives, the Ministry of Industry, the Office of University Affairs, the Ministry of Education and the Ministry of Defence.

The table given below shows the population figure targets, the yearly increase in the enrolments and the number of required teachers.

Table 1 Target population for the fourth educational development plan

Type/Level of Education	1977	1978	1979	1980	1981
Pre-compulsory education	248,448	274,310	304,562	340,193	381,271
— Nursery school	151,816	159,183	166,997	175,291	184,088
— Pre-nursery school	96,632	115,127	137,565	164,902	197,183
Primary education	7,695,121	7,698,238	8,433,217	9,137,486	9,625,156
Secondary education	1,449,970	2,210,335	2,521,890	2,859,705	3,021,615
— General	1,268,320	1,999,630	2,293,580	2,612,080	2,756,730
— Vocational	181,650	210,705	228,310	247,625	264,885
Higher vocational education	23,455	27,370	32,740	37,275	41,930
Teacher education	66,530	64,000	59,840	61,250	69,830
— Lower certificate	27,526	20,240	13,830	9,070	5,000
— Higher certificate	36,630	40,590	41,580	46,500	58,200
— Bachelor degree	2,380	3,170	4,430	5,600	6,610
— Fine and industrial art	3,184	3,807	4,569	5,125	5,541
Non-formal education	7,666,541	8,073,286	8,634,325	9,158,001	9,683,393
Higher education	193,012	216,281	232,198	248,933	263,173
Universities (12)	75,653	81,786	89,937	91,388	94,880
Ramkamhaeng	97,101	113,054	122,744	134,484	144,992
Private	20,258	21,441	22,517	23,061	23,301
Institutes of Technology	2,431	2,605	2,790	2,930	2,975
Grand Total	17,350,692	18,570,232	20,226,131	21,850,894	23,094,884

Implementation of the Fourth Educational Development Plan

There are three main problems encountered during the implementation of the Fourth Educational Development Plan, as follows:

1. **Inflation.** Although the budgets are allocated with consideration of the increasing price index, increases are almost always offset by inflation.

2. **Lack of co-ordination.** There are in Thailand three ministries responsible for education — the Ministry of Interior for primary education, the Ministry of Education for secondary education, and the Office of University Affairs, an entity having the status of a ministry, for higher education. This situation has led to overlapping, and non-uniformity in educational standards and expenditures.

3. **Lack of appropriate data.** As the planning of education becomes increasingly economy-oriented, data such as manpower requirements, inflation rates, and population growth need to be projected as accurately as possible.

Parliamentary Acts

As mentioned earlier in this section parliamentary acts are not policy statements. However, their very existence is very important as far as educators are concerned. Educators must be made aware of the framework defined by these acts so that they do not become obstacles to their programmes. These acts are;

- The Primary Education Act, dealing with compulsory education;
- The Private School Act;
- The Teachers' Act;
- The Teacher Colleges' Act;
- The Technology and Vocational Institutes' Act; and
- The Dialects' Act.

Policy of the present government

The educational development plan is in fact a firm proposal of long-term solutions for problems at the national level. Like most plans which cannot take all factors into account, it is subject to change in accordance with targets and operation schedules. In the relatively short history of economic and social development planning in Thailand, there has been no radical change, in the plan itself. What has happened is that individual governments have required some targets to be achieved sooner than the projected dates, or some schedules modified to fit other schemes. Some governments have even issued additional directives on plan implementation. Such actions on the part of the governments are recognized as the policies or strategies to be followed by educators.

SECTION II: NATIONAL POLICY OF TEACHER EDUCATION

Except for a period between 1937 to 1944, teacher education has been exclusively the responsibility of the state when three highly prestigious private schools were allowed to train teachers for elementary schools. The fourth educational development plan clearly reiterates that the state shall promote and direct the training of teachers in such a way as to fulfil the aims set forth in the national education scheme.

It is generally accepted by educators in Thailand that teacher education is the main factor in all educational development programmes. No matter how well it is written, a curriculum will not bring about intended changes if there are no trained teachers to carry out implementation. Thai educators have rightly given priority to teacher education.

At present there are at least 70 state-run institutions engaged in the preparation of teachers, from certificate to doctoral levels. Of this number, 36 institutions, generally known as teacher colleges, are administered by the Department of Teacher Training, the Ministry of Education, while the rest come under the office of University Affairs. In terms of the size of the enrolments as well as the number of teacher education institutions, the Ministry of Education is effectively the key authority on teacher education.

These 36 teacher colleges are governed by the Teacher Education Council set up in accordance with Teacher College Act. Acting as the Secretariat to the Teacher Education Council is the Department of Teacher Training of the Ministry of Education.

Functions of Teacher Colleges and the Teacher College Act

It is stipulated in the Teacher College Act that each teacher college will be responsible for five main functions: preparation of teachers; in-service teacher education; research and development; promotion and preservation of national identity, art and culture; and provision of technical services to the community.

First Function – preparation of teachers. The 36 teachers colleges are charged with the direct responsibility to prepare teachers for nursery, primary and secondary schools. Under the current system, there are three levels of teacher education. The table below gives the qualifications required for each training level, the qualification awarded and the teaching position the graduate is eligible for.

Table 2 Qualifications of students and positions for which eligible

Level	Qualification required	Qualifications awarded	Teaching position the graduate is eligible for
(1) 2 year course	Graduates of lower secondary school	Lower Certificate	Teaching in primary classes
(2) 2 year course	Graduates of higher secondary school or lower certificate programme	Higher Certificate	Teaching in lower secondary classes
(3) 2 year course	Graduates of higher certificate programme	B.A.	Teaching in higher secondary classes

The projection is for the lower certificate programme to be terminated before the end of 1982, while the higher certificate and degree programmes will continue to be the main activities of all teacher colleges. The fourth National Economic and Social Development Plan has seen a consolidation of all the teacher colleges, and the numbers of students more closely related to job demand.

Second Function – in-service teacher education. The result of a survey conducted in 1975 showed that there were a large number of unqualified teachers engaged in active teaching service. As the government has no plan to terminate the employment of these teachers, the Department of Teacher Training through the Division of In-service Teacher Training is committed to a long-term project to provide in-service teacher education to unqualified teachers. Under this scheme, an unqualified teacher may study on his own or attend an in-service training course offered during a school vacation. In either case, he is expected to take a series of examinations which would earn him a certificate in education or a teaching diploma. The following table gives the numbers of teachers who received in-service training and the numbers who passed the examinations in 1976 and 1977. The number of successful candidates does not correspond to the number who became qualified teachers, since each trainee is expected to pass examination in several subjects before he is awarded a certificate in education or a teaching diploma.

Table 3 Number of in-service trainee and their successful candidates

Years	Number of trainees	Number of successful candidates
1976	53,451	38,591
1977	45,735	31,709

Third Function – research and development. Thirty teachers colleges are engaged in educational research covering various, diverse aspects of teaching and learning. Almost without exception, these research activities are done on a small budget and receive no financial support from outside sources. In most cases research results are published in the form of a pamphlet and presented for discussion at meetings and seminars organized by teacher

colleges. The Division of Planning of the Department of Teacher Training maintains a team to carry out basic research in order to obtain a data base for the planning of the teacher education programme in Thailand.

Fourth Function – promotion and preservation of art and culture. Generally speaking, the promotion and preservation of art and culture come under the direct responsibility of the Department of Religious Affairs and the Department of Fine Arts, both of which are under the Ministry of Education. Due to paucities of resources and personnel, combined with the vast needs to be met, participation and contribution by both private and other governmental units are welcomed by the Ministry of Education. The concept of the teachers college as an institute for supporting cultural activities and arts is clearly spelled out by the Teacher College Act, 1975. The activities have found expression in several forms, such as exhibitions. Sunday schools, drama, projects, local literature and folklore.

Fifth Function – provision of technical services to the community. Before the period of the Fourth Economic and Social Development plan ends, each teacher college in a rural area will develop an education centre, with the responsibility of giving in-service training for primary and secondary schools in its locality. Such education centres will be properly equipped with training and learning materials and given administrative support.

Also, student teachers will be trained to play an active role in community development in addition to learning professional subjects. The training of students for community work will cover vocational skills, personal hygiene, and so on. After completion of training, student teachers will be sent to do practice teaching in the rural areas, and work with other officials who are already engaged in the rural development programme.

Finally, instructors of teacher colleges will enlarge their programmes to provide adult education to the villagers. Under this programme, a wide range of short courses will be offered to villagers who wish to improve their life style. Courses offered are for example, animal husbandry, mushroom growing, fish farming and common law.

Teacher education policy and the fourth national educational development plan

As mentioned earlier, the national educational development plan is an action plan, mapping out strategies to be adopted by all the educational authorities concerned. In respect of teacher education, the plan clearly specifies that the preparation of teachers and educational personnel shall be in line with the needs of the country. This statement of policy is seen as a shift from social demand to job requirement.

In the past decade, the increase in the numbers of the students leaving the upper and lower secondary schools who could not find employment had created a corresponding demand for places at the higher education level. Teacher colleges which offer a two-year course leading to a professional certificate were very attractive to such school leavers. Since the courses offered by teacher colleges were shorter than those offered by most universities, and as the students found it more economical to attend teacher colleges in their own provinces, there was a strong tendency for the average school leaver to take up teaching as a profession.

The switch to the job requirement approach may not be a simple task. In the first place, the political will is needed. Secondly, job-requirement forecasting is an imperfect art. The figures associated with job-requirement projections are sometimes open to question, especially in a country where modern educational planning has only recently been introduced or applied. However, in the face of high rates of unemployment among the graduates of teacher education institutes, the arguments in favour of the job-requirement approach appear very persuasive to Thai teacher educators.

Teacher education policy and the preparation of educational personnel

The need to widen the scope of the programme of universal education has made the task of educators a very demanding one. The concept of life-long education also applies to the educators themselves. The knowledge and methodology made available to them at the present offer little comfort for the future. Unfortunately, it is generally true that, while Thailand has a strong teacher education programme, it still lacks a well-structured programme for preparing educational personnel.

The Needs for Teachers and Educational Personnel

The need for teachers. The number of teachers needed depends on the number of students at each level. According to the fourth educational development plan, the number of students under the responsibility of the Department of Teacher Training is as shown in Table 4.

Table 4 The number of student teachers under the supervision of the Department of Teacher Training, Ministry of Education.

	1977	1978	1979	1980	1981
Pre-school students	248,448	274,310	304,562	340,193	381,271
Elementary school students	7,695,121	7,698,238	8,521,217	9,137,486	9,625,156
Secondary school students	1,449,970	2,210,335	2,521,890	2,859,705	3,021,615
Special education	18,375	19,935	20,235	20,425	30,295

From the above table, the need for teachers to be produced in the period of 5 years of the Development Plan can be given, as shown in table 5.

Table 5 The need for teachers to be prepared during five years.

	1977	1978	1979	1980	1981
Pre-school teachers	8,281	9,143	10,151	11,337	12,703
Elementary & secondary school teacher	62,740	60,000	55,040	55,040	63,330
Special education teachers	659	761	833	884	943

The need for other educational personnel. The number of personnel needed in this area has not yet been thoroughly studied. The figures available at present represent the needs for other educational personnel estimated by the Department of General Education, and this includes educational personnel at the secondary level

Table 6 The need for other educational personnel, estimated by the Department of General Education with reference to the secondary level.

	1977	1978	1979	1980	1981
Educational administrators	2,238	3,540	4,081	4,672	5,069
Personnel in the fields of Guidance & psychology	1,132	1,790	2,063	2,361	2,562
Nutrition	566	895	1,031	1,180	1,281
Librarians	1,132	1,790	2,063	2,361	2,562
A/V teachers	566	895	1,031	1,181	1,281
Nursing teachers	566	895	1,031	1,181	1,281

If one adds to the above figures the number of supervisors needed, and also consider the need for educational personnel by all other interested agencies throughout the country, the total figure can be seen to be quite large. Also, at present personnel in certain fields are still not being produced by any institution, and a limited number is produced in certain other fields. Therefore, the number of personnel needed as projected in the tables is still not sufficient to serve the demands of education.

To move the country toward universalization of education the teacher colleges have launched a number of programmes for the benefit of the out-of-school population. Some of the programmes are as follows:

1. **Functional literacy programme.** There are ten teacher colleges involved in this programme. Under this programme some student teachers were selected to practise teaching adults under the supervision of trained supervising instructors.
2. **"Village university" education programme.** This programme, run by teacher college, is designed to provide vocational skills along with instilling a sense of civic rights and duties in the villagers. The age and background of the learner are immaterial. The period of training is limited to Saturdays and Sundays when the instructors of teacher colleges are free from their normal duties. The training, which covers a wide range of subjects, from agriculture to law, is provided free of charge.
3. **Rural development training programme.** Under this programme student teachers are trained to assist in development projects in rural areas, in addition to developing competencies. In contrast to the regular programme, the trainee student teachers have been assisting villagers to improve themselves.
4. **Educational radio programme.** Teacher colleges in some regions have launched an educational radio programme with a view to improving the quality of learning and teaching in their region. The programme is broadcast for two hours every weekday. The programme receives assistance in the form of prepared scripts and supporting material from the Centre for Educational Technology of the Department of Educational Techniques in Bangkok.

The concept of continuing education for teachers and other educational personnel is being implemented by the Department of Teacher Education. A programme on continuing education of key educators has been organized in joint collaboration with the National Institute for Development and Administration. The activities of the programme cover methodologies and management which have been recently introduced or applied by the private sector. It is felt that the relevance and applicability of the content of this programme is rather limited for teacher colleges and educational management. Generally it is agreed, however, that there is a dire need to structure the programme of continuing education for teachers and educational personnel to meet the challenges of educational development today.

Considering the need for continuing professional growth of teacher educators, a national advanced-level workshop for teacher educators, assisted by Unesco/ACEID, was organized by the Department of Teacher Training, Ministry of Education from 8 to 17 November 1978. This workshop, attended by 24 key teacher educators of Thailand, reviewed and analysed 12 short case studies and other theme papers presented. The purpose of the workshop was to promote the process of self-analysis and self-renewal in the teacher training institutions and among teacher educators.

The Ministry of Education is now in the process of setting up an institute of continuing education for teacher educators and other educational personnel. The project will be partly funded by a loan from IBRD.

SECTION III: RECOMMENDATIONS AND SUGGESTIONS

To avoid wasteful duplication of work and to ensure uniform standards of teacher education among the concerned authorities, a continuous series of seminars and meetings have been held, with the major aim of encouraging an exchange of views and ideas between leading teacher educators. The outcome of the seminars is usually summed up in the form of recommendations which are submitted to the three ministries that are responsible for education at different levels.

These recommendations reflect a serious attempt by Thai educators to give a solid foundation for the planning of teacher education on a national basis. Some of the more interesting recommendations, deserving some comment in this report, are as follows:

1. Professionalization of teaching

In Thailand there are many ways of becoming a teacher. A university graduate in almost any subject can find employment as a teacher in a school or educational institute of some kind. In rural areas, graduates of tenth grade are often recruited for teaching in primary schools. These recruitment practices, which began when the number of teachers, was insufficient have been allowed to continue. The hiring of so-called unqualified teachers which had appeared to be a practical solution in the short term, has turned out to be very costly. To implement the universalization of education, these teachers must be upgraded through in-service teacher education programmes. Experience has shown that the unit costs of effective in-service teacher education programmes are higher than those of pre-service teacher education programmes, as the former usually includes the costs of transportation, per-diem payments and the teaching time lost during the period of training.

It has been proposed that only the graduates of teacher colleges or the graduates in teacher education be given a license to teach, while other graduates must receive further training before being considered qualified to teach. Implementation of this proposal should at least resolve a current paradox: while there is high unemployment among trained teachers, there is at the same time an unacceptably large number of unqualified teachers.

2. Incentives for rural teachers

This issue is not unrelated to the above. It is not uncommon for an advertisement for teaching positions in rural areas to receive no response from the new graduates in teacher education. The simple explanation for this phenomenon is that teachers prefer to work in the urban areas, which provide them with the attractions of city life, plus better opportunities for promotion. This situation has provided both a reason and a rationale for the local educational authorities to employ unqualified teachers. The question that immediately arises is: would a tougher criteria for teacher recruitment help alleviate the problem of persuading teachers to work in rural areas, or would it make the problem worse. The obvious answer is that teachers working in the rural areas should be given better incentives. Such incentives need not be in the form of hardship payments only but might include living facilities, allowances for dependents' and so on.

However, implementation of this recommendation is not practicable in Thailand, as public workers in other areas, such as health officials, postmen and policemen would ask for the same privileges.

3. Teachers' role in community development

In traditional Thai rural life, teachers have always occupied a central role in almost every aspect of community activity. Teachers involved in the transference of traditional skills and arts are treated with deep ritualistic respect; for instance, novices or new learners must be initiated before they are accepted into a school. On the whole, all teachers are held in this kind of high esteem. It is a commonplace for villagers to consult a local teacher for advice in family affairs. In this context, rural teachers must be considered among the best possible group of persons to implement rural development programmes in their areas.

A number of teacher colleges in rural provinces such as Udorn, Mahasarakarm and Buriram have already launched programmes of teacher education for rural development. Under such programmes, student teachers receive training in the methodology of rural development, along with skills in agricultural work and construction that they can transfer to rural dwellers. In addition, they are trained to develop the appropriate rural attitudes and values that have been lost.

It has been proposed that all student teachers be trained to accept roles in community development and that student teaching in rural areas, for as long as six months in each academic year, be made compulsory for all students.

4. Innovations in teacher colleges

It is the opinion of some Thai teacher educators that the existing teacher education institutions have not fulfilled their objectives, in spite of the considerable amounts allocated to teacher education programmes. Instructors in teacher education institutes continue to lecture instead of practising what they lecture, or of teaching the way they want their students to teach. To this group of teacher educators, there appears to be no change in the teaching behaviour of the teachers in the primary and secondary schools. Granted this comment may be over-exaggerated, the following recommendations seem warranted:

- The teaching and learning process in primary and secondary schools is to be thoroughly studied and the result of the study should serve as a guideline for redesigning the teacher education curriculum;
- The curriculum should be broadened to cover non-formal education and the preparation of teachers and educational personnel for non-formal education;
- Strong links should be established between professional and academic subjects;
- In-service and pre-service teacher education programmes should be integrated;
- A center for educational innovation and technology should set up in each teacher education institution with the aim of supporting educational development in the locality.

5. Reorganization of the teacher education system

There are at least 45 teacher education institutes engaged in the preparation of teachers in Thailand. Of this number, 36 are teacher colleges under the administration of the Ministry of Education, and the remaining nine are faculties of different universities which are administered by the Office of University Affairs - a body which has the status of a ministry. On the surface there appears to be only two authorities on teacher education in Thailand, but in effect there are ten authorities - the Ministry of Education and the nine universities. The coordination which is much needed in the planning and management of teacher education does not emerge naturally. Even though there are meetings and seminars of the leading teacher educators from various teacher education institutes, the resolutions and recommendations have no binding effects on their respective organizations.

6. Preparation of teachers for adult education programme

In spite of a long history of adult education in Thailand, there is still a staffing problem with regard to educational personnel and teachers for the adult education programmes. There is a need to organize courses for training adult education teachers by the teacher education institutions.

7. Integration of pre-service and in-service teacher education programmes

As described earlier, a large number of unqualified teachers have been employed in primary and secondary schools. So far the efforts to upgrade these teachers consist of providing in-service teacher education, which is run as a separate programme from the programme on pre-service teacher education. In order to facilitate planning of teacher education and to make the best use of the available resources, the in-service and pre-service teachers education programmes should be integrated.

8. Preparation of teachers for the education of the hilltribes

As a part of the programme to universalize education, the government has launched both non-formal and formal education for the hilltribes. The immediate objectives of the programmes are to raise the standard of living and health among the hilltribe populations. The Department of Teacher Training under the Ministry of Education and the Department of Public Welfare under the Ministry of the Interior have combined their efforts in providing education compatible with the needs of the hilltribes. At present, the training of teachers for the education of the hilltribes is still on an ad-hoc basis. It is to be recommended that a permanent programme on teacher education for hilltribes be set up.

9. Village Teachers Project

The objective of the village teacher project is to train teachers to be competent in both education and rural development. These specially trained teachers should be able to both teach children the practical subjects which are relevant to the way of life in the rural areas; and lead in community development.

It has therefore been recommended by a group of teacher educators that a national committee on teacher education be set up and charged with the responsibility of planning teacher education on a national level.

On a regional basis, this report puts forward the following recommendations:

- a) **Establishment of model teacher education institutes.** The magnitude and complexity of educational development in general has made the planning and management of teacher education a very demanding job. As in most planning processes, teacher educators usually avail themselves of various alternatives available. A model teacher education institute or institutes could very well serve this purpose. Also such models, with their well defined features, could be used as a point of reference for other member countries, especially those which wish to set up exchange programmes for their educational personnel and teachers.
- b) **Establishment of a regional teacher college.** A regional teachers college offering courses from the bachelor to the doctoral level could be set up in a member country. The operation and management of the proposed college could be along the same lines as those of the Asian Institute of Technology in Bangkok. Students who would normally study in European or North American universities could then attend the regional teacher education institute. A regional teacher college could play a vital role in effecting significant changes in the teacher education of member countries in the region. The activities of such an institute would undoubtedly include research and development, the results of which could be readily applied.
- c) **Closer co-operation among teachers in the region.** With the co-operation of Unesco Regional Office in Bangkok, key teacher educators of the member countries in the region have been brought together to exchange views and experiences. The outcomes of these meetings appear to be very encouraging and may justify similar arrangements for those who are actively engaged in teaching. The arrangement might be provided in the form of grants or fellowships which would enable a small group of teachers to pay visits to fellow teachers in other member countries.

10. Unesco support for a national programme of preparing and training educational personnel

Some member countries in the region may have already set up a national programme

for training educational personnel along the line of Unesco programme. There is a need to set up a similar national programme for training educational personnel in Thailand, as it was demonstrated in the national Advanced-Level Workshop for Teacher Educators, from 8 to 17 November 1978.

11. Seminar on preparation of teachers and educational personnel for adult education

Although adult education has been provided for sometime in almost all the member countries, the training of educational personnel for adult education is a subject little discussed by teacher educators in the region. It is felt that advances made in this area by some member countries could benefit teacher educators and other educational personnel in the other member countries.

Appendix I

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The *Asian Programme of Educational Innovation for Development (APEID)*, initiated on the recommendation of the Third Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia (May–June 1971, Singapore) and the authorization of the General Conference of Unesco at its seventeenth session (Paris, 1972), aims at stimulating and encouraging educational innovations linked to the problems of national development in the Asian region.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through their national centres which have been associated by them for this purpose with APEID.

The 18 Member States in Asia and Oceania participating in APEID are: Afghanistan, Australia, Bangladesh, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Nepal, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Singapore, Socialist Republic of Viet Nam, Sri Lanka and Thailand.

The Asian Centre of Educational Innovation for Development (ACEID) has been established at the Unesco Regional Office for Education in Asia and Oceania in Bangkok to co-ordinate the activities under APEID and to assist the associated national institutions in carrying them out.

The aims of APEID are:

- to stimulate efforts of the Member States to improve the quality of life of the people through creating and strengthening national capabilities for the development and implementation of innovations in education, both formal and non-formal;
- to encourage the Member States to make all groups (students, teachers, parents, village and community leaders, administrative personnel and policy makers) aware of the need for relevant changes in education (both formal and non-formal) as an essential pre-requisite for the improvement of the quality of life of the people;
- to promote understanding and appreciation of the differences in educational practice; and approaches of the Member States, and thereby contribute to international understanding and the creation of a new international economic order.

APEID PUBLICATIONS RELATED TO TEACHER EDUCATION

Unesco, C.P.O. Box 1425, Bangkok, Thailand

- *1. *Teacher education and curriculum for development, 1975*
- *2. *Alternative structures and methods in teacher education, 1975*
- *3. *Continuing education for teacher educators - advanced-level workshops, 1976*
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